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ABSTRACT

The materials in this manual are designed to help workshop leaders prepare for and present a workshop for school board members on identifying and practicing policies that effectively foster improved instruction. In confirming school boards' commitment to school improvement, this workshop also points out the boards' roles in governance, the relevant research on school effectiveness, the importance of formulating and implementing instructional goals, and the relationship between collective bargaining and school boards' advocacy for excellence. The manual consists of six sections: an introduction; three sections on planning, presentation, and evaluation; a selection of resource materials; and a booklet for workshop participants. The presentation section includes sequential descriptions of workshop activities, leader focuses for each activity, and instructions for conducting those activities. The evaluation section advises participants on what aspects of the workshop to evaluate and provides an evaluation form. The resource materials provided include: selections from a National School Boards Association report on instructional improvement; excerpts from Washington State statutes regarding school board responsibility for instruction; a report presenting the instructional goals of Clover Park School District (Tacoma, WA); a paper on the characteristics of school effectiveness; and masters from which transparencies for projection at workshops can be reproduced. (JW)

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SCHOOL IMPROVEMENT

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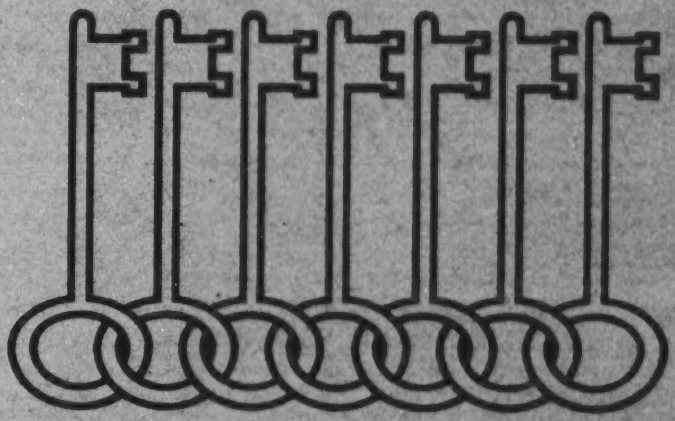

A Program of Continuing Education for School Board Members

EA 016 031

Northwest Regional Educational Laboratory
300 S.W. Sixth Avenue · Portland, Oregon 97204

These materials have been produced as part of "Keys to School Boardsmanship," a project to develop new materials in boardsmanship education for local school board members. It is a joint effort among:

- The Association of Alaska School Boards
- The Idaho School Boards Association
- The Montana School Boards Association
- The Oregon School Boards Association
- The Washington State School Directors' Association
- The National School Boards Association
- The Northwest Regional Educational Laboratory

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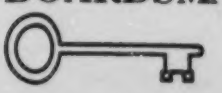
KEYS TO SCHOOL BOARDSMANSHIP



Northwest Regional Educational Laboratory

Prologue:

This workshop is one in a series of thirteen developed by the Northwest Regional Educational Laboratory (NWREL) as part of the "Keys to School Boardsmanship" project.

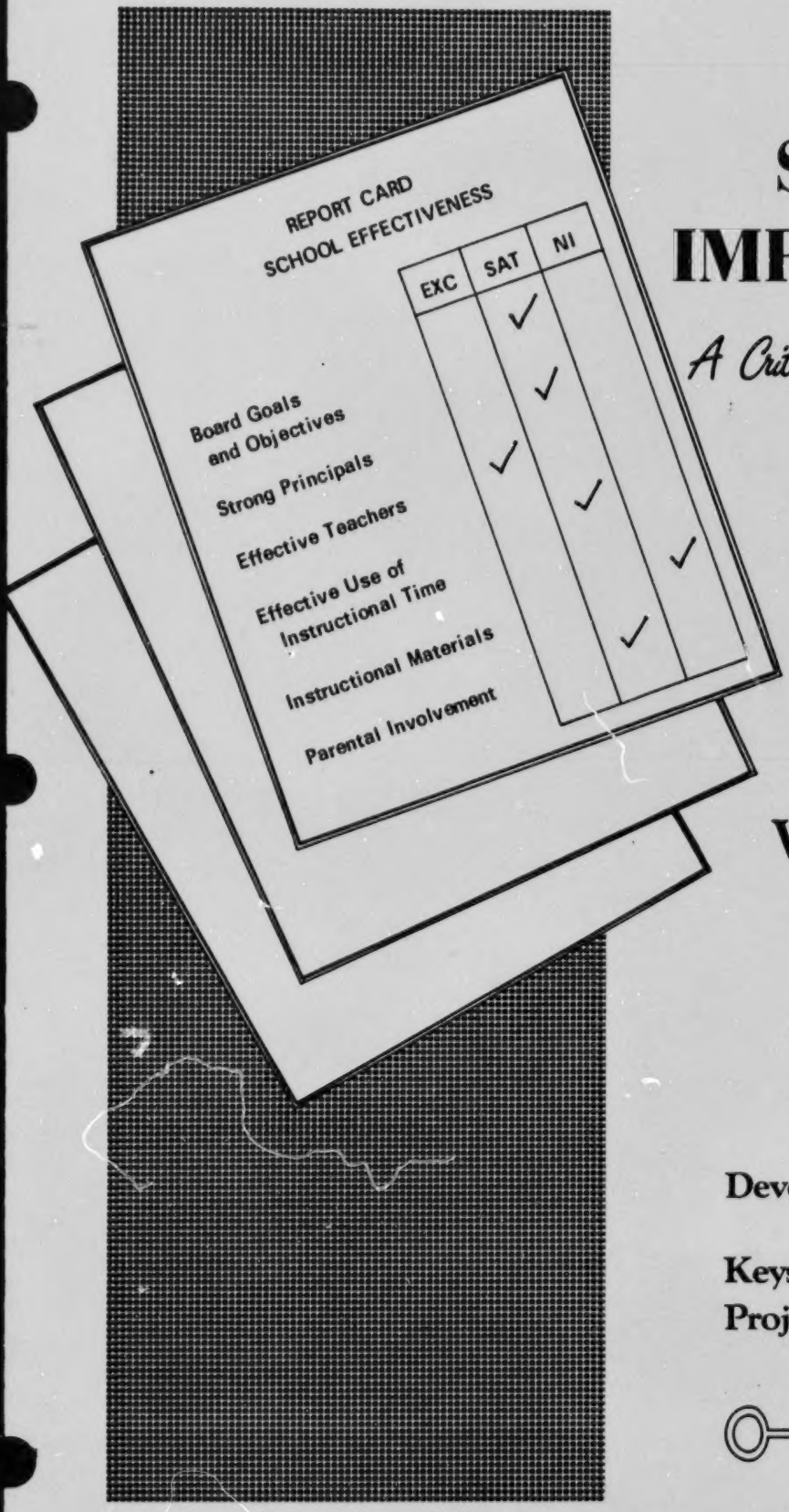
The workshop programs resulting from the project are intended to help strengthen local school boards through continuing education.

The workshops in the series have been thoroughly tested by NWREL staff and by the staff of state school board associations in Alaska, Idaho, Montana, Oregon and Washington. These programs have been found to be extremely useful as tools for strengthening continuing education services to school board members.

The "Keys to School Boardsmanship" materials are now being published and distributed by the National School Boards Association (NSBA). In addition, the NSBA is developing a national center designed to assist state associations to make the best use of the material.

Thirteen programs in the series now available from NSBA include:

- Board/Administrator Relations
- Building Bridges: School Board Political Roles
- Communicating with the Community
- Conflict: Alternatives to Blowing a Fuse
- Effective School Board Meetings
- The Educational Management Team
- Policy Development
- Policy is Power
- Program Evaluation: School Board Roles
- What Do School Boards Do?
- School Board Self-Assessment
- School Improvement: A Critical Function of School Boards
- Teamwork: The Board and Superintendent in Action



SCHOOL IMPROVEMENT:

A Critical Function of School Boards

A Manual for Workshop Leaders

Developed by

Keys to Boardsmanship
Project Staff, NWREL

KEYS TO SCHOOL BOARDSMANSHIP

SECTION 1: INTRODUCTION

This manual is designed to assist workshop leaders in their preparation and presentation of the School Improvement workshop.

Purpose and Rationale

This workshop program has been developed in response to a need expressed by local school board members and leaders of their state and national associations.

The workshop is an attempt to recognize the critical nature of the board's function to provide for a program of quality instruction. Boards are seeking to identify and practice effective behaviors and strategies in a desire to fulfill a fundamental responsibility for the improvement of instruction. The workshop seeks to present strategies and techniques which boards generally have employed successfully.

Objectives

The objectives of the workshop are:

- To confirm and legitimize the board's interest and commitment to the improvement of instruction
- To identify productive board behaviors in fulfilling the function of governance
- To learn/confirm that board and community expectations are set forth in the formulation of goals and objectives
- To consider emerging knowledge concerning school effectiveness as revealed by current research
- To utilize the policy development process as the board's tool for the implementation of instructional goals and objectives
- To consider the importance of advocacy for excellence in instruction through the collective bargaining process

Organization of the Leader's Guide

Section 2: Planning the Workshop

This section contains information about preparations the leader needs to make before presenting the workshop. Included are hints and suggestions about:

- Background reading

- Physical arrangements to make
- Groupings of participants
- Materials preparation
- Equipment needed

Section 3: Presenting the Workshop

This section includes a step-by-step description of workshop procedures, along with time allocations and required resources. Here, you will find:

- A sequence of workshop activities
- Specific instructions and references to participant materials and audio and visual aids
- A leader focus for each workshop activity
- Helpful hints about workshop activities

Section 4: Evaluating the Workshop

In this section, you will find information about various approaches to evaluation of the workshop. Included are:

- A rationale for getting feedback about the workshop
- A sample workshop evaluation form
- A discussion of alternatives

Section 5: Resources

This section contains reading material which the leader will need to be familiar with before presenting the workshop. Included in this section are:

- Concept papers
- "Theory" papers
- Further explanation of ideas developed in the workshop

Section 6: Participant Materials

This section contains a participant booklet for the workshop.

SECTION 2: PLANNING THE WORKSHOP

As you plan the School Improvement workshop, you will need to consider several issues and make many choices. The issues discussed here are:

- Determining the scope and focus of the workshop
- Becoming thoroughly familiar with background materials, workshop procedures and resource materials
- Physical arrangements for the workshop
- Grouping of participants
- Preparation of handout materials
- Equipment needs

In this section, you will find suggestions intended to help you consider and make decisions about these issues, and to develop your workshop plan.

Focus and Scope of the Workshop

School Improvement is comprised of four units, or mini-workshops, each of which can stand alone with the proper introductory information. Overall, the workshop engages participants in examining strategies for improving schools from the board level.

Unit I focuses upon goal setting as the board's tool for defining the curriculum.

Unit II provides a broad background of research findings about the characteristics of effective schools.

Unit III focuses upon policy making as the board's tool for governing instruction.

Unit IV develops the notion that collective bargaining can be an important tool for school improvement.

You have an important decision to make in determining which of these units to present as part of the workshop, and what emphasis to give each unit. In all probability, the time allotted for your workshop will not permit you to present this complete series of units. You will need to determine in advance the sequence of units or activities that you can effectively present in the time available. In doing so, you will want to consider the timely interest of prospective participants as well as the program goals of your association. "Cutting and pasting," or "mixing and matching" of units and activities are fully expected in the preparation of these manuals in the Keys to Boardsmanship series. Use this manual as a resource to assist you in "doing your own thing!"

Sample Agenda for the School Improvement Workshop

The workshop, and its various units, was designed with specific objectives and time requirements in mind. It will be helpful to you to review these in the sample agenda which follows:

Unit	Time		Activity, Number and Name
Introduction	25 min.		
	5 min.	1.	Purpose and Objectives
	10 min.	2.	The Board and Its Mandates
	10 min.	3.	How Do Boards Become Involved?
I. Charting the Course	20 min.		
	5 min.	1.	The Parameters of Local Control
	15 min.	2.	Defining Curriculum Through the Adoption of Goals and Objectives
II. Effective Schooling	40 min.		
	5 min.	1.	Schools Do Not Always Succeed
	15 min.	2.	Elements Which Contribute to or Detract from Success
	20 min.	3.	What Research has Established as Elements of Effective Schooling
III. Governing Instruction Through Board Policies	60 min.		
	10 min.	1.	Review of the Policy Development Process
	50 min.	2.	Constructing Policies to Govern Implementation of the Program of Instruction
IV. School Improvement and Collective Bargaining	100 min.		
	10 min.	1.	Identifying Impacts of Collective Bargaining
	20 min.	2.	Elements of Effective Schooling
	20 min.	3.	Research on Impacts of Collective Bargaining Upon Instruction
	50 min.	4.	What Can Boards Do to Improve Schools Through Collective Bargaining
V. Summary and Evaluation	15 min.		

Becoming Familiar with the Materials

Reviewing Resource Materials Provided: Background materials prepared and organized to assist the workshop leader are provided in the Resource section of this manual. As part of your planning, you will want to take time to carefully review the materials provided in Section 5. There you will find the following documents:

- The School Board and the Instructional Program, excerpted from an NSBA Research Report, 1981-82
- State Mandates and Control of Local School Boards, excerpts from the statutory code and the administrative code of the state of Washington
- Tools for Curriculum Development, a plan for the development of instructional goals and objectives as implemented by the Clover Park (Washington) School District
- Selected Effectiveness Characteristics, A synthesis of what researchers have reported to be the critical elements of effective schooling, prepared by the Southwest Educational Development Laboratory, Austin, Texas.
- Collective Bargaining: Impacts and Prospects for School Improvement, an analysis of research reports prepared by Keats Garman.

These papers serve to give you background in the workshop topics. They contain information you will need to present the workshop and to respond to questions about the topics.

The papers summarize relevant research, explain in greater detail the concepts and ideas involved in the workshop, and develop a perspective or framework for the topic.

Reviewing Workshop Procedures

This step in preparing for a workshop will lead you directly to Section 3 for a detailed review of workshop procedures.

As you review the workshop procedures, you may wish to underline various points you will want to emphasize.

Also, you will find it helpful to identify the related resource material for each activity and to become familiar with the participant materials related to each activity.

You will note that each workshop activity is introduced by name, and is followed by a Leader Focus, a statement of the purpose or objective of the activity. In the left-hand column are estimated time requirements for each activity, and for parts of the activity. In the right hand column, resources and references related to the activity or procedure are identified. The bulleted items (o) are the specific steps the leader takes in presenting the workshop. These include instructions to participants, lecturettes, and other procedures. At the end of some activities, Helpful Hints are provided in order to share some of the experiences which the developers have had at that point in the workshop.

The following example illustrates the organization of information in Section 3.

EXAMPLE

TIME		MATERIALS
5 min.	Activity 1: Review the Policy Development Process	
	Leader Focus: Using transparencies make a brief presentation to focus participant attention on the policy development process and to create a basis of common understanding.	
	o What is a policy?	Trans. SI 12
	o What purposes do policies serve?	Trans. SI 13
	o What are the essential elements of a policy?	Trans. SI 14
	o The policy development cycle	Trans. SI 15
	o Things to remember	Trans. SI 16
	Lecturette: Note that this workshop program has sought to build a foundation upon which policies relating to the instructional program can be constructed. Three cornerstones of that foundation are:	Trans. SI 17
	— Prevailing mandates—federal/state laws and court decisions—limitations put upon local board option	
	— Curriculum goals and objectives—the declared expectations of the community as identified and articulated by the local school board	
	— Knowledge drawn from instructional experience--findings of research regarding factors proven to be critical to effective schooling	

Helpful Hint: This activity serves only to remind participants of what they have learned before and to establish a common ground for activities to follow. It should be stated here that the Keys to Boardsmanship series offers two complete workshops dealing with the policy development process.

You will note that each activity is "framed" between solid lines, to help identify when activities end and begin.

Reviewing the Participant Booklet

The participant booklet for this workshop is found in Section 6 of the manual.

You will want to become thoroughly familiar with the participant booklet for the School Improvement workshop you plan to present. In particular, you should get clearly in mind the participant worksheets and Idea Papers as they are referred to in Section 3 of the manual.

The booklet is designed to provide participants with instructions and worksheets for activities, and with summaries of information provided in the workshop. The Idea Papers should not be read during the workshop. Rather, they are preparation materials for the leader. Participants should not need to take extensive notes during these workshops. This distracts from their attention.

Each page in the participant booklet is keyed to an activity or procedure described in Section 3, "Materials" column.

Finally, each booklet contains a tear-out workshop evaluation form as the final page. You will find more information about this in Section 4.

Physical Arrangements for the Workshop

You should give some thought to this issue as you plan your workshop.

Don't neglect to identify the most strategic position for yourself in the room. You should be the focus of attention, easily visible by all participants, and within comfortable voice range for all. You should be within easy reach of the overhead projector.

Since the workshop requires a high level of individual, small group, and large group participation, it works best when participants are seated in groups of five to seven around round tables.

This arrangement gives the workshop leader and the participants the greatest amount of flexibility in moving from one kind of activity to another.

This arrangement also allows you to circulate among tables and participants, answer individual questions, and keep the groups on task.

You will also need to plan for ease of viewing the overhead transparencies used throughout the workshop. Whether you use a screen or a blank wall for showing the transparencies, all participants should be able to see them easily from their vantage point in the room without shifting their positions greatly.

Grouping the Participants

Give some thought to this issue. Typically, two kinds of groupings of participants are possible in a workshop.

- Stranger groups, made up of individuals who do not know one another well. For example, school board members from different school districts probably do not know one another well.

- Home groups, made up of people who are quite familiar with one another, because they work together, or socialize often. School board members from the same district are an example.

Stranger groups are created simply by directing participants to sit with people from other districts as they enter the room. There are advantages to establishing such groupings, including:

- A sharing of a variety of experiences, ideas, and perspectives

- Development of a broader perspective about problems, issues and solutions

- An avoidance of tensions, problems, and differences which may be present in a home group

In establishing stranger groups, care should be taken to allow individuals to get acquainted with one another early in the workshop. You might ask people at each table to introduce themselves, and give some information about their district, their schools, or other matter.

Another alternative is to establish home groups for the workshop. Home groups have several advantages, too:

- Participants may make direct use of the workshop to develop plans or ideas they want to put to use.

- Since they are already familiar with one another, they need no time to get acquainted.

- They have established patterns of discussion and interaction.

Your use of home or stranger groups will depend on your overall objectives, and upon what you know about the workshop participants.

In either case, you should plan to monitor the group progress regularly during the workshop to ensure full participation and task related behavior. If, by chance, the seating does not lend itself to small group arrangements, ask participants to interact with one or two neighbors when the activity calls for discussion or sharing.

Task Orientation and Participant Accountability

The use of humor throughout a workshop helps lighten the mood and provides for needed relief from hard work. Use it, but use it judiciously.

Participants like a businesslike attitude from the workshop leader. Moreover, you will have to maintain a task focus for the workshops in order to complete them, since they are tightly sequenced. Participants sometimes will want to pursue a line of discussion or questioning, or to continue small group discussions beyond the time allowed. You must control the time carefully and tactfully, bringing the workshop back in focus. You can help ensure small group accountability by asking each to select a discussion leader and reporter for group tasks.

Preparation of Workshop Materials

As part of your planning for a workshop, you will need to be certain that you have enough booklets for all participants.

In addition, it is helpful to organize your own materials (notes, transparencies, workshop procedures) in the sequence you plan to follow.

It is recognized that circumstances related to each workshop session will require that the leader be very creative in the use of this material. Time constraints will dictate how much of the total presentation can be effectively delivered. Timely issues and special interests of a participant group will suggest emphasis on certain units and the omission of others. The loose-leaf format of this material enables the leader to remove portions, revise, add to or delete activities or entire units. Using this manual as a resource, the creative and sensitive leader may wish to modify or create his/her own presenting section and participant booklet.

Equipment

This workshop requires the use of an overhead projector and screen (or blank wall) for projection. Check the projector in advance to ensure that it is in good operating order. It is a good idea to have a spare projector bulb close at hand in case of malfunction. On occasion, you may need to use a microphone. A portable, clip-on type is suggested, since this allows you to move about.

Transparencies for The School Improvement Workshop

In preparing for workshop presentations, review and put in order the appropriate transparencies. You might also rehearse how you are going to use these in your presentation.

Number	Title
SI 1	Workshop Objectives
SI 2	NSBA Poll on Interests and Expectations of Board Members
SI 3	Four Functions of School Boards
SI 4	Successful Board Behaviors
SI 5	Topical Outline of Typical State Mandates to Local School Districts
SI 6	Schools That Succeed Show Evidence of Strong Leadership for Instruction
SI 7	Schools That Succeed Show Evidence of Excellent Teachers
SI 8	Schools That Succeed Show Evidence of Positive School Climate
SI 9	Schools That Succeed Show Evidence of Targeting Instructional Emphases
SI 10	Schools That Succeed Show Evidence of Attention to Program Assessment and Evaluation
SI 11	Schools That Succeed Show Evidence of Maintaining Strong Support Systems
SI 12	What is a Policy?
SI 13	Written Policy is Needed
SI 14	A Policy Should...
SI 15	Policy Cycle
SI 16	Remember...
SI 17	The Cornerstones of Instructional Policy
SI 18	Areas of Impact Upon Instructional Policies

SECTION 3: PRESENTING THE WORKSHOP

SCHOOL IMPROVEMENT: A CRITICAL FUNCTION OF SCHOOL BOARDS

To the Leader: This workshop program focuses on the role and responsibilities of the school board in fulfillment of the board's critical function to provide a program of quality instruction. A variety of activities are outlined to provide information to participants and to involve them in the acquisition of knowledge and skills which will develop confidence and a sense of commitment. Following introductory activities, the workshop presentation is organized into four topical units:

- Charting the course: Defining the curriculum through the adoption of goals and objectives
- Using what has been learned about effective schooling to govern instructional procedures
- Using policy development as the board's tool for governing the program of instruction
- Advocating excellence in instruction as the critical issue in collective bargaining

The leader concludes with a summary of activities and a request for participant evaluation of the workshop.

TIME		MATERIALS
Total Time: 25 min.	INTRODUCTION	
5 min.	Activity 1: Purpose and Objectives of Workshop	
	Leader Focus: Open the workshop by explaining that the purpose of the workshop is twofold: to confirm the board's fundamental responsibility for the provision of a program of quality instruction and to explore effective practices and procedures employed by school boards in performance of this primary function of governance.	
	Refer participants to page 1 of the workshop booklet and read the objectives of the workshop: o To confirm and legitimize the board's interest and commitment to the improvement of instruction o To identify productive board behaviors in fulfilling the function of governance o To learn/confirm that board and community expectations are set forth in the formulation of goals and objectives o To consider emerging knowledge concerning school effectiveness as revealed by current research o To utilize the policy development process as the board's tool for governing the program of instruction o To consider the importance of advocacy for excellence in instruction through the collective bargaining process	Trans. SI 1 Participant Booklet Page 1
10 min.	Activity 2: The Board and Its Mandate	
	Leader Focus: This activity is designed to confirm and legitimize the individual and collective interest of board members in the improvement of instructional programs. This is essentially a lecturette providing for responses from participants.	

TIME		MATERIALS
	o Surveys show that meaningful involvement in instructional decision-making is a primary interest of most board members. Surveys also show that board members often become frustrated by preoccupation with other concerns.	Trans. SI 2
	o Ask participants to turn to page 2 of their workshop booklets. Put a "✓" in the blank which indicates the percentage of meeting time which your board spends—on the average—on matters directly related to the instructional program. Put another "✓" in the blank which indicates the percentage of board meeting time which you wish were devoted to matters of instruction. Ask for a show of hands on responses for each table. Note that surveys show that boards typically spend 10-20 percent of their time on instruction and that they wish it were 40-60 percent.	Participant Booklet Page 2
	o Ben Brodinsky categorizes the various responsibilities of school boards into four primary functions. Note that "providing for a program of quality instruction within available resources" is the number one function. Note that page 3 of the participant booklet details some of the facets of board responsibility in regard to the function of providing for a program of quality instruction.	Trans. SI 3 Participant Booklet Page 3
	o An analysis of the education code of 33 states and the District of Columbia revealed that <u>every state</u> charges the local school board with responsibility for the instructional program. Refer to participant booklet. Note typical statutory language.	Participant Booklet Page 4
	o The people agree as well. A Gallup Poll in 1980 revealed that 68 percent of persons polled responded that <u>the local school board</u> should decide what is taught in the schools. 15 percent said state government, 9 percent said federal government and 8 percent "didn't know" who should decide what is taught in the schools.	
	o There can be little doubt that boards want to be more involved in the improvement of instruction and that boards have a mandate to do so.	

TIME		MATERIALS
10 min.	Activity 3: How Do Boards Properly Become Involved?	
	Leader Focus: The purpose of this activity is to direct board attention into channels of performance behavior that are both productive and ethical. This is essentially a lecturette providing for responses from participants.	
	o So, you want to get involved; to, as a board, have a positive influence on the upgrading of instructional programs. Further, you know that you have not only the right but also a legal responsibility to do so. How do I do it? What can I do? Shouldn't we leave matters of curriculum and instruction to the professional staff? Won't I "threaten" the professionals if I start getting involved?	
	o Ben Brodinsky has outlined six types of behaviors which board members can usefully and ethically employ to carry out their governance functions. The behaviors are appropriate to any of the board's governance functions. They suggest effective approaches to the decision-making process. Note that page 5 of the participant booklet describes these behaviors in greater detail than is shown on the transparency.	Trans. SI 4 Participant Booklet Page 5
	o Ask participants for a show of hands as to how many have used these behaviors successfully. Unsuccessfully? Call on one or two participants to report "what went wrong." Ask if any participant would like to suggest other behaviors that have been employed successfully.	

TIME		MATERIALS
Total Time: 20 min.	UNIT I--CHARTING THE COURSE: DEFINING THE CURRICULUM THROUGH THE ADOPTION OF GOALS AND OBJECTIVES	
5 min.	Activity 1: The Parameters of Local Control	

Leader Focus: This activity seeks to remind participants that, although our system of school governance is based on a strong tradition of local control, it is a fact that local school districts are creatures of the state and that local school board authority is delegated by the state. The depth and breadth of local school board authority is as circumscribed by parameters established by the state.

- Lecturette: Take about five minutes to review some types and limits of state control imposed upon local school boards in your state which impact on educational programs.

  — Basic program requirements — Trans. SI 5

  — Certification standards

  — Minimum time requirements (school day, school year)

  — Evaluation procedures

    — Program
    — Instructional materials
    — Staff personnel

  — Public involvement

> Helpful Hint: Every state, either by statute or administrative code, invokes some sort of mandates circumscribing local board control of the program of instruction. Before presenting this lecture, you should become familiar with some of the parameters established by your state. A resource paper provided in this manual illustrates some of the parameters which prevail in the state of Washington. It is probable that your state association or department of education can provide a summary listing of provisions which prevail in your state.

TIME		MATERIALS
15 min.	Activity 2: Defining the Curriculum Through the Adoption of Goals and Objectives	
	Leader Focus: The purpose of this activity is to remind participants that the board's tool for defining the curriculum—what is to be taught, to whom, when—is the development and adoption of goals and objectives. This workshop program assumes that participants have prior knowledge of and some experience with the goal-setting process. The intent here is to refresh memories and to develop a common ground of understanding as to how the board properly defines the curriculum.	
	o Refer participants to page 6 of their booklets and review the graphic illustration of the board's tools for curriculum development. Call attention to the credit given to the Clover Park (Washington) School District.	Participant Booklet Page 6
	o Explain that each school district adopts its own structure and format for the development and communication of goals and objectives. The illustration represents one district's successful effort.	
	o Make the point that the process of defining goals and objectives and, ultimately, adopting them is a very substantial undertaking. The board may expect the process to extend over a five-year period. And then, it will be time to start over again. The process must involve citizen and staff input even though the board is the final determiner and adopter of goals and objectives. The successful implementation of goals and objectives will depend largely upon the degree to which all parties to the process are able to assume "ownership" in what has been adopted—share a commitment to effective implementation.	
	o Refer participants to page 7 of their booklets for an illustration of one school district's specification of district (system) goals. Note that district (system) goals are simple statements in broad, declarative terms which express the expectations of the board and the community concerning what is to be taught. Again, call attention to the credit given to the Clover Park (Washington) School District.	Participant Booklet Page 7

TIME		MATERIALS
	o Refer participants to page 8 of their booklets for an illustration of program goals adopted by one school district for the teaching of mathematics. Note that program goals are also stated in declarative terms although they express the unique contributions of one subject matter area to the total educational program. Again, call attention to the credit given to the Clover Park (Washington) School District.	Participant Booklet Page 8
	o Refer participants to page 9 of their booklets for an illustration of student learning objectives adopted by one school district for the teaching of mathematics at the fifth grade level. Note that these objectives are stated in behavioral terms and are quite specific indicating not only what is to be learned but also how much and at this particular grade level. Note further that the district should devise tests designed to measure the degree of student mastery of these specific learning objectives. Thus, a testing program measures achievement according to what the school has actually attempted to teach rather than achievement according to some testmaker's notion of what should be taught.	Participant Booklet Page 9
	o Note the need on the part of every board of directors to assign staff responsibility for management of the effort toward attainment of adopted goals and objectives. "Management" responsibility includes monitoring activities and the systematic reporting of progress toward the attainment of goals and objectives. In summary, make the point that, without adopted goals and objectives, the board has no functional basis for control of the curriculum or its implementation. Nor does it have any realistic basis for staff accountability. Goals and objectives provide a solid basis for communication and understanding between the community and the staff of the schools.	

TIME MATERIALS

Helpful Hint: You will want to review the materials in the resource section of this guide preparatory to presenting this activity. The Clover Park School District uses the terminology of system goals rather than district goals. It is probable, however, that most workshop participants will be familiar with the terminology of district goals. The Clover Park format is quite advanced and sophisticated. It is probable that most workshop participants will not be familiar with all of the intermediate levels of program goals, course goals and instructional objectives. Participants may choose not to include one or more of those levels of explication. You should proceed through this activity rather briefly. You cannot, in the time available, provide a full-blown presentation on goal-setting. If participants have no prior familiarity with the development of goals and objectives, suggest that they request a complete workshop on that subject from their state association. It may also be true that your own state association has developed a program for defining and adopting program goals and objectives in which a particular format and procedures are recommended. If such be the case, you will want to substitute that material for the Clover Park material in the presentation of this unit of the workshop.

TIME		MATERIALS
Total Time: 40 min.	UNIT II--USING KNOWLEDGE OF EFFECTIVE SCHOOLING TO GOVERN INSTRUCTIONAL PROCEDURES	
5 min.	Activity 1: Schools Do Not Always Succeed Leader Focus: The point to be made here is that the best laid plans do not always work out as intended. Carefully developed goals and finely crafted objectives are frequently not fully achieved. Much time and energy has been expended in an attempt to learn why some schools appear to be more successful than others in the implementation of program goals and objectives. o Lecturette: Let's assume that all of the school boards represented here have done a good job of planning. Goals and objectives for each district's program of instruction have been carefully developed and adopted. Management responsibilities have been assigned. The goals and objectives have been fully communicated to citizens and to the professional staff. We all have a clear understanding of what we want. It is a well known fact, however, that we do not always get what we want--or, as much of it as we want. Schools differ in effectiveness. Some school districts are more or less effective in achieving instructional goals and objectives than are others. Some schools within a single school district are more or less effective than others. Good planning is the proper point of beginning but implementation is often the critical determiner of quality. Without a responsible planning effort, effective implementation becomes a matter of pure chance because we do not have agreement on what it is that we want. But, good planning does not in itself guarantee results. Critical elements of effectiveness lurk along the path of program implementation.	
15 min.	Activity 2: What Elements Contribute To or Detract From Success? Leader Focus: The purpose here is to have the participants utilize their present knowledge of school effectiveness and to contribute ideas concerning the elements of effectiveness. It is also necessary that you the leader, explore the present level of participant knowledge concerning what has been learned about the elements of effective schooling.	

TIME	MATERIALS

- Ask participants to turn to page 10 in their booklets. "Think for a moment about schools that you know--preferably, schools in your own district but, not necessarily. Choose a school which you consider to be successful in achieving its instructional goals and objectives." — Participant Booklet Page 10

  - Write down the name of that school--if you like, you can use a symbol not recognizable to others.

  - Now, consider carefully your source of information for choosing that school:

    - From acquaintance with student(s) who attend there?

    - From general public reputation?

    - From first-hand experience--visitation, etc?

    - From reported test data?

    - From acquaintance with professional staff?

    - From employer(s) of former students?

    - From whatever source

  - Now, from whatever source your information came, what is it about that school that ranks it a cut above average in your mind? Try to list three characteristics in order of priority. Consider such things as: teachers, the principal, instructional program, activity program, degree of parental involvement, student characteristics, availability of instructional materials, level of expenditure, or any other factors that appear to be critical in your mind.

- Ask participants to take five minutes to go around their table to compare notes about the critical factors of effectiveness. Note the factor most frequently mentioned at their table, the second, the third.

TIME		MATERIALS

- Ask the tables to report. After the first table reports its most frequent factor, ask for a show of hands for other tables that agree. Seek another factor from second table, third table, etc.

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20 min. **Activity 3: What Recent Research Has Established as Elements of Effective Schooling**

Leader Focus: Hopefully building upon elements perceived by workshop participants, the purpose here is simply to report, in an organized structure, the findings of recent research studies focused on the elements of effective schooling. Read the resource paper in preparation for this activity.

- Lecturette: Much attention has been directed in recent years to identification of the distinctive characteristics of highly regarded schools. What is it about the successful schools that sets them apart from schools that are not so successful? What is it that really makes a difference?

  The findings of researchers have been analyzed, categorized and reported in a number of studies. It can now be stated with considerable authority that certain elements of schooling are highly related to effectiveness.

- The transparencies provided with this manual (SI 6 through 11) provide an organizational structure for delivering your lecturette on what researchers are reporting to be the critical elements of effective schooling. The resource document "Selected Effectiveness Characteristics" will provide the documented information necessary to the preparation of your lecturette. In all probability you have your own sources of information gleaned from contemporary reports of what is being learned about effective schooling. You will prepare your own lecturette. It will have the greatest impact if you follow the organizational format provided by the transparencies which you can use as cue cards for your presentation. Such a technique is always more effective than reading a paper. If you wish to do so and if you have the means to do so, you could of course prepare your own set of transparencies and thus develop your own organizational format.

TIME MATERIALS

Helpful Hint: Move through this fairly briskly. Don't get bogged down in discussion. This activity is intended to set the stage for the policy development unit by giving topical suggestions for the development of policies relating to instruction. This is not intended to be an exhaustive treatise on the subject of effective schooling.

TIME		MATERIALS
Total Time: 60 min.	UNIT III: GOVERNING INSTRUCTION THROUGH BOARD POLICIES	
	Leader Focus: This unit seeks to demonstrate that the policy development process is the board's major tool for getting the job done. It is not enough to declare intent and define content through the definition of goals and objectives. Even understanding the critical elements that distinguish successful schools from those that are not so successful does not get the job done. The board must govern the implementation of its program through policy development and the monitoring of policy implementation.	
10 min.	Activity 1: Review of the Policy Development Process	
	Leader Focus: Using transparencies make a brief presentation to focus participant attention on the policy development process and to create a basis of common understanding.	
	o What is a policy?	Trans. SI 12
	o What purposes do policies serve?	Trans. SI 13
	o What are the essential elements of a policy?	Trans. SI 14
	o The policy development cycle	Trans. SI 15
	o Things to remember	Trans. SI 16
	Lecturette: Note that this workshop program has sought to build a foundation upon which policies relating to the instructional program can be constructed. Three cornerstones of that foundation are:	Trans. SI 17
	— Prevailing mandates—federal/state laws and court decisions—limitations put upon local board option	
	— Curriculum goals and objectives—the declared expectations of the community as identified and articulated by the local school board	

TIME	MATERIALS

— Knowledge drawn from instructional experience--findings of research regarding factors proven to be critical to effective schooling

> Helpful Hint: This activity serves only to remind participants of what they have learned before and to establish a common ground for activities to follow. It should be stated here that the Keys to Boardsmanship series offers two complete workshops dealing with the policy development process. Such programs are available from your state association.

50 min. **Activity 2: Constructing Policies to Govern Implementation of the Program of Instruction**

Leader Focus: This activity seeks to "get participants into the act" of actually constructing board policy. This is where board members take steps to implement instructional procedures aimed at achieving adopted goals and objectives. Policy is the board's tool for effecting control. The task here is for participants, working in table groupings, to construct in outline form board policies governing implementation of the instructional program. The outline form should be adequate to direct someone in preparing a first draft of a policy statement.

o Refer the participants to the five optional exercises offered beginning on page 11. Note that the five options are arbitrarily selected from many that could be offered. Ask each group of participants to consider each of the five options:	Participant Booklet Page 11
— Providing strong board leadership for instruction	Page 11
— Providing strong principal leadership for instruction	Page 12

TIME		MATERIALS
	— Providing for effective teaching	Page 13
	— Providing for optimum use of time allocated for instruction	Page 14
	— Providing for appropriate instructional materials	Page 15
	o Ask the participants at each table to assign first, second and third priority to the five optional exercises offered in terms of their preference for an assignment. Give them ten minutes to consider the exercises and to assign priorities.	
	o Ask each group to report their first priority and write them on a chart pak. (Table A chooses Exercise 1, table C chooses Exercise 4, etc.) If necessary, go to second and third priorities. You make an assignment to each table considering their priorities and the need to consider all five exercises if possible. Be arbitrary, if necessary. Don't get bogged down in debate on preferences.	
	o Ask each table to proceed to complete the assigned exercise. Advise participants not to dwell on precise language--phraseology. That can be developed and refined in subsequent drafts. Format is also a matter that will be controlled by the policy manual style which prevails in each local district. What is sought here is an instructive outline of desired content—an itemization of provisions to be included in a policy statement. The outline should be adequate to properly instruct the superintendent—or whoever else may be assigned—in the preparation of a policy draft. The outline sets forth the preliminary intent of the board.	
	o Remind participants (Transparency SI 14) what a policy statement should include:	Trans. SI 14
	— A statement of purpose	
	— Recognition of requirements and/or limitations	
	— Direction for staff action	
	— Assignment of roles and responsibilities	

- — Provision for monitoring, evaluation and revision as necessary
- — Provision for information to staff and community

o Remind participants (Transparency SI 17) that board policy should result from broad staff and community input and be built upon the cornerstones of: Trans. SI 17

- — Prevailing mandates
- — Adopted goals and objectives
- — Knowledge drawn from experience and research on effective schooling

o After 30 minutes, ask each table to report the content of their outline. As each table reports, provide an opportunity for participants at other tables to react.

- — Ask why certain provisions were stipulated
- — Suggest other desirable provisions

o Finally, suggest that participants may wish to suggest to their local boards that policies governing instruction in that district be reviewed in consideration of:

- — Compliance with existing mandates
- — Effective implementation of adopted goals and objectives for instruction
- — Recognition of critical elements of effective schooling
- — Provisions for systematic monitoring
- — Provisions for systematic reporting to the board, the staff, and the community

TIME MATERIALS

Helpful Hint: When showing the transparencies (SI 14 and SI 17) on policy development, run them by rather quickly--just as reminders of what they presumably know. Primary attention should be directed to the materials in the participant booklet. Caution the participants to keep moving from step to step in developing their outline because time is short. Warn against allowing discussion to get sidetracked into anecdotal comments. When the group leaders report, do not permit discussion to belabor the points made. Just make the point and go to the next. Try to avoid being judgmental about content. Do be concerned that the policy outline includes all necessary elements of a good policy.

TIME		MATERIALS
Total Time: 100 min.	UNIT 4: ADVOCATING EXCELLENCE IN INSTRUCTION THROUGH COLLECTIVE BARGAINING	
	Leader Overview: School boards can and should view collective bargaining as a powerful vehicle for increasing the productivity of teachers and the effectiveness of schools. Through this activity, participants will understand some of the impacts collective bargaining is having on school district instructional policy, management and service. Further, they will identify ways to improve productivity and effectiveness through the bargaining process.	
Total Time: 10 min.	Activity 1: Identifying Impacts of Collective Bargaining	
	Leader Focus: This activity serves as an opportunity for participants to gain focus on the topic of this part of the workshop.	
2 min.	o Introduce the activity as the first part in a workshop segment on collective bargaining and school improvement.	
5 min.	o Ask participants to signify, by raising their hands, if the following issues have been part of recent negotiations agendas:	
	— Length of school day	
	— Number of teacher preparation periods	
	— Ratios of teaching, administrative and support staff	
	— After school responsibilities of teachers	
	— Teacher performance evaluations	
	— Others relating to teacher work definitions	
3 min.	o Conclude the activity by summarizing participant reactions to the issues. Point out that all of these issues have an impact upon teacher performance, productivity and school effectiveness.	

TIME		MATERIALS
Total Time: 20 min.	Activity 2: Elements of School Effectiveness	
	Leader Focus: This activity serves to review the key research findings in what makes schools effective.	
10 min.	o Introduce the activity by reviewing recent research on school effectiveness in providing convincing confirmation that effective schools share certain characteristics. These are:	
	— Strong leadership for instruction	Trans. SI 6
	— A positive school climate conducive to learning	Trans. SI 8
	— Clear instructional emphasis on skills instruction, which entails agreement among the professional staff that instruction in the basic skills is the primary goal of the school	Trans. SI 9
	— A system for monitoring and assessing pupil performance that is tied to instructional objectives	Trans. SI 10
8 min.	o Using the transparency, share research findings on effective teacher behaviors, including:	Trans. SI 7
	— Highly qualified — Hold high expectations — Are task oriented — Seek improvement through staff development	
2 min.	o Conclude this review of research findings by explaining that these are characteristics of effective schools, not a "formula" for effectiveness. Emphasize that collective bargaining, in addition to policy formulation, is an important tool for boards to use in implementing effectiveness/productivity.	

Helpful Hint: If you have already covered the effective schools information in an earlier part of the workshop, review it quickly here.

TIME		MATERIALS
Total Time: 20 min.	Activity 3: Some Impacts of Collective Bargaining Upon Instructional Policy, Management and Service	
	Leader Focus: Building upon the last activities participants now hear about some research findings regarding the impact of bargaining upon school instructional effectiveness.	
	o Introduce the activity by explaining that collective bargaining has been shown in several recent research reports to have had significant impact upon school districts' instructional policies, management and mix of services.	
20 min.	o Using the transparency, describe and explain the areas of impact, including:	Trans. SI 18
	— Definitions of teachers' work	
	— Time teachers spend on instruction	
	— Management control of how teachers perform their work	
	— The roles and authority of the principal and other administrators	
	o Give some specifics for each area.	
	Definitions of Teachers' Work	
	— "Regular" vs. "extra" duty	
	— Discouraging the performance of "extra duties"	
	— Work rule changes (length of school day, after school meetings, etc.)	
	— Reduction of work of specialist teachers	
	— Minimal work or "slow downs" during negotiations or labor/management tensions	

Time Teachers Spend on Instruction

— Higher teacher absenteeism due to misuse of sick leave, other leave

— As much as five days of instruction lost per year due to specific contract language (three percent reduction per day)

Management Control of Teacher Performance

— Grievance procedures

— Negotiated performance evaluations

Roles and Authority of Principal

— Principals more careful in relationships with teachers

— Prncipals becoming more emotionally isolated in their jobs

— Principals must compete for teacher loyalty and cooperation with union and with district organization

— Principal's role as contract administrator

o Conclude the lecturette by referring back to the elements of effective schools. Point out that collective bargaining is having the greatest impact upon (1) teachers' time in instruction and (2) the instructional leadership of the principal.

TIME		MATERIALS
Total Time: 50 min.	Activity 4: What Can Boards Do to Increase the Productivity of Teachers and the Effectiveness of Schools Through Bargaining?	
	Leader Focus: Participants now will have an opportunity to review some strategies and to generate others, to strengthen their bargaining position in regard to teacher productivity and school effectiveness.	
2 min.	o Introduce the activity by explaining that participants will now have an opportunity to review and identify strategies to improve teacher productivity and school effectiveness through the bargaining process. Remind them that bargaining is only one tool available to them for this purpose. Their ongoing role as policy makers is another.	
5 min.	o Explain that small groups of participants will address different aspects and issues of school effectiveness. Each group will be expected to report on its discussion and findings. — Fringe benefits, especially leaves — Teacher performance evaluation — Role and authority of principal — Teacher time on instruction/preparation	Participant Booklet Pages 19-22
3 min.	o Ask each group (of 5 to 8) to select a discussion leader for their topic.	
18 min.	o Ask each group to use the appropriate worksheet to record their ideas.	
15 min.	o Ask discussion leaders to give group reports.	
5 min.	o Summarize group reports, suggesting that these ideas can have great importance in collective bargaining in home districts.	
2 min.	o Quickly review the entire activity and draw it to a close.	

TIME		MATERIALS
Total Time: 15 min.	SUMMARY AND EVALUATION	
	Leader Focus: This is a summarization by the leader of the sequence of workshop activities followed by participant evaluation of the workshop program.	
	o The leader reviews in five minutes, "This is what we did," and "These are the points that were made."	
	o The leader takes five minutes to elicit additional summary comments from participants.	
	o The leader asks participants to take five minutes to complete the workshop evaluation form.	Participant Booklet Pages 23-24

SECTION 4: EVALUATING THE WORKSHOP

Evaluation of strategies and materials has been a builtin feature of the Keys to Boardsmanship Project during the development and testing phases.

This workshop, the latest of a series of 13 produced, has not been field tested in its final form prior to release. Some units and materials included in the presentation have been tested. It is believed that evaluative experience with other products of the project as utilized in this final revision is sufficient to predict success for this workshop.

As a workshop leader, you are encouraged to evaluate the workshop in order to find ways to improve it or to modify it as experience may suggest.

Why Evaluate?

Continuous participant feedback to you as you present the workshop can be helpful in several ways:

- Personal growth and development. Whether you are new to workshop presentations or a seasoned veteran, participant feedback can be helpful in your personal and professional development. Participant evaluation of your presentation style, of how helpful you were in their learning, and of how you handle time and materials can be invaluable to you as a source of growth.

- Adapting the workshop. Participant feedback can give you ideas and suggestions which will be helpful to you in planning future presentations of the workshop. Perhaps more time needs to be spent in one area. Perhaps objectives need to be made clearer. Perhaps participants grew too tired during a lengthy presentation. These participant perceptions and feelings will provide information for you to consider as you continuously adapt and modify the workshop in successive presentations.

- Improving materials and activities. Participant feedback will give you clues as to how to improve upon the basic workshop structure and materials. Perhaps you will need to add more specific legal or statutory information about your state.

Again, participant feedback can be an important basis for decisions like these.

What to Evaluate

An adequate evaluation of a workshop provides you, as workshop leader, the kinds of information you need to determine how well the presentation achieved your objectives. It also gives you an indication of how well the presentation met the needs and expectations of participants.

- Objectives—The objectives of the workshop are stated in terms of knowledge/information which participants are expected to gain, skills they are expected to develop, or attitudes they are expected to have as a result of the experience.

  Evaluation of objectives can involve questions of clarity (Are the objectives clear to participants?), questions of appropriateness or match (Do the objectives meet participants' needs and expectations?) and questions of achievement (Do participants gain in information, skills and attitudes?).

  The first two kinds of questions are relatively easy to assess during the workshop. The third, while very important, is the most difficult to assess.

- Presenter—The skills of the presenter in conducting the workshop are another area for evaluation.

  Questions in this area might focus on the presenter's delivery of lecturettes, helpfulness in workshop activities, knowledge of the subject and other concerns.

- Workshop processes—These include the procedures and activities designed to result in learning. Among the workshop processes are lecturettes, small and large group discussions, quizzes and questionnaires.

  Evaluation of these processes involves questions regarding their contribution to participants' understanding, learning and skill development.

Questions for Evaluating This Workshop

The following questions are those included in the participant booklet for evaluation of presentations of this workshop. They represent a comprehensive and adequate set of workshop evaluation questions, speaking to objectives, presenter and processes.

WORKSHOP EVALUATION

Please answer the following questions frankly. Your responses will help to improve the presentation of the workshop in the future.

1. My overall rating of this workshop is:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

2. The workshop objectives were:

_____ 1. Clear to me

_____ 2. Somewhat clear

_____ 3. A mystery to me

Comments:

3. What I expected from the workshop, but did not get, was. . .

4. A. The workshop leader(s)' knowledge of the topic was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

B. The workshop leader(s)' presentation of the workshop (instructions, clarity, etc.) was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

C. The workshop leader(s)' helpfulness to me and other participants was:

1	2	3	4	5
Very Helpful		Helpful		Not Helpful

Comments:

5. I learned most from

_____ Lecturettes given by the leader

_____ Small group discussions

_____ The reading material

_____ Questions discussed in the group

_____ Other activities

6. The most valuable thing(s) I learned from the workshop was. . .

SECTION 5: RESOURCES

THE SCHOOL BOARD AND THE INSTRUCTIONAL PROGRAM*

NSBA Research Report 1981-2

In April of 1981, the National School Boards Association conducted a survey and published a report addressing "the issue of what school boards are and could be doing to monitor and improve the instructional program." In a foreword to that report, the Executive Director of NSBA, Thomas A. Shannon, wrote the following:

> What constitutes the ideal role for school boards to play in their districts' instructional programs is often unclear. Sometimes boards play too minor a part in developing and evaluating the instructional program, thereby eliminating the lay governors' perspective from the process of formulating curriculum. Other times, boards become too involved in managing the details of the instructional program, thereby doing the work that should be done by superintendents and other local education administrators under a board's general policy supervision. As a result, board members are sometimes unsure of where to draw the line between too little and too much participation in overseeing the instructional program to ensure that students are receiving the best possible education.

Excerpts from the Introduction to that report seek further to emphasize the importance of the school board's function to provide for a program of quality instruction:

> What touches every student, parent, teacher, administrator, and school board member in a district? What has the potential to produce a well-educated citizenry who will contribute significantly locally, nationally, and globally? What is often discussed, disputed, criticized, or ignored? The answer to all these questions is the same: the instructional program.
>
> The structure and content of a school district's instructional program—the very basis of the entire school program—is influenced by many groups: school boards, administrators, textbook companies, developers of standardized tests, and lobbying groups. Depending on the time, place, situation, and people involved, the amount of influence a particular group has will vary.

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*This material reprinted from The School Board and the Instructional Program, with permission of the publisher: The National School Boards Asscciation, 1055 Thomas Jefferson Street, N. W., Washington, D. C. 20007.

Sponsors of this workshop may wish to obtain copies of that report to be offered as a handout to workshop participants.

> This research report is primarily concerned with the role school boards play in influencing the instructional program. More specifically, the report's focus is on how much influence school boards actually have, how much they want to have, and how much writers in the field of education say they should have on developing and evaluating the instructional program. In addition, the report addresses what actions boards can take—if they so desire—to become more involved in planning and monitoring the instructional program. Throughout the report, the phrase "instructional program" refers to an outline of the procedures, concerns, and subjects offered by a school over a period of time.

A section of the report, "What School Boards Can Do," notes that, "A school district's instructional program may be thought of as having four basic facets: social, institutional, instructional, and personal experience." The following pages from the NSBA report explain the meaning and implication of those facets.

The social facet

Of the four basic areas, school boards are most actively involved in the social facet of the instructional program—that is, deciding what should be taught in the schools and why. The social facet is also the area in which most people believe it is appropriate for boards to take a visible leadership role. Current spokesmen in the field of education agree that there are certain steps school boards should take to fulfill their responsibilities in the social area.

The first step is to find out what the community wants its school system to provide. This step usually involves conducting a needs assessment of the community and inviting parents, students, teachers, administrators, and other interested citizens to attend board meetings to express their ideas, opinions, and needs. Many valuable resource persons can be found who will assist in the planning and improvement of the district's instructional program. The school board should let the public know it is taking an in-depth look at the curriculum to assure quality education in the district and that public and administrative staff participation is welcomed; however, the board should also make it clear to everyone involved that final decisions about the instructional program will be made by the school board.

By talking with members of the community, boards can more easily tailor the instructional program to fit what the public wants its schools to be teaching. Of course, boards cannot develop educational goals and objectives based solely on the desires of the community because goals set by the state board of education and the federal government must also be met. Nonetheless, an understanding of local needs allows a board to incorporate its district's needs as well as state and federal mandates into a well-balanced school program. Questions and answers in the dialogues between school board members and community members should be neither abstract nor philosophical. On the contrary, they should be pragmatic discussions of what knowledge, skills, attitudes, and values the district wants its students to acquire and exhibit. Some questions boards might consider asking their constituents are:

- What knowledge, skills, and attitudes will our students need to have to be productive, contributing members of the community, nation, and world in 10, 15, and 20 years?
- What knowledge, skills, and attitudes do we want our students to have toward adults, elderly people, various nationalities and racial groups, each other, and themselves?
- What knowledge, skills, and attitudes do we want our students to have about work, leisure time, and our social institutions?[9]

The second step for boards to take in the social facet of the instructional program, according to contemporary education writers, is to develop a written statement of the district's educational philosophy and goals. If the results of the needs assessment and discussions with members of the community have been taken into consideration, the goals will reflect the combined interests and desires of the whole district. The board should take a firm stand on the goals and make them public knowledge so that everyone will know what to expect from the schools.

After the broad educational goals have been written, it is the board's responsibility to determine which needs the school system will address, what will be taught to meet those needs, what will be emphasized, and what sequences will be followed. Those determinations should be written as well-defined, specific objectives so that administrators and teachers will know how to set their priorities and so that the instructional program will be easier to evaluate.[10]

The next step is to establish policies to achieve the objective. When developing the policies, boards should consider four important questions:

- What are the educational purposes to be achieved?
- What educational experiences are appropriate to achieve the purposes?
- How should the experiences be organized for optimum learning?
- How can we evaluate whether the purposes have been achieved?[11]

One area to consider when establishing policies is the learning style of the students. Current theories of learning suggest that different individuals learn best when different modes of teaching are employed. For example, some students can learn new material by merely *listening* to what the teacher is saying; others, however, find it difficult to digest new information without *seeing* it in some way. Furthermore, various schools of thought exist on how to teach children to read, calculate, and become fluent in foreign languages. And, of course, gifted students, handicapped students, and students with learning disabilities require special instructional resources and programs.

To acquire a better understanding of the different learning styles and individual learning needs of students, school boards should encourage in-service training for teachers, administrators, and school board members. Local education leaders need to expand continually their knowledge of alternative instructional programs in order to improve their district's programs and provide the most effective instruction to their students. A commitment to in-service training usually requires a commitment of time and money to attend local, state, and national workshops.

By finding answers to the following questions about learning styles, boards will be taking concrete steps toward improving their districts' instructional programs:

- Are we creating dropouts because the program is not sensitive to learning differences?
- Do we need a wider variety of techniques designed to meet the differences among students?
- What kinds of teachers are best for what kinds of students?[12]

Other areas to consider are the values and morals the public considers important enough to emphasize in the classrooms. Issues such as textbook censorship, religion in the schools, sex education, creation versus evolution, and different theories of government should be thoroughly examined and discussed with a variety of community members to determine the make-up of the instructional program. Some questions boards may ask are:

- What should the schools teach?
- What should the schools not teach?[13]

The institutional facet

In the institutional facet of the instructional program, administrators and curriculum specialists are the chief actors. They are responsible for deciding how the objectives of the district will be met in each grade in each school. Even though the district's professional educators will develop the specifics of the instructional program, school boards can become involved and show their concern in several ways.

For example, school boards can demonstrate their interest in what administrators are doing by requesting written reports from the superintendents. If boards are periodically briefed on administrative activities, board members will be in a better position to make subsequent decisions about their districts' educational programs. The reports, however, should not be reviewed by just the board chairman. If the reports are presented and discussed in detail at board meetings, everyone on the board as well as any visitors at the meeting will be kept abreast of what is happening in the schools.

Another way a board can influence the superintendent's work is by formulating policies that provide guidelines for the administrative staff. For instance, the school board can establish a policy that requires written district and building instructional plans. Another policy may require an articulated learning program between and within buildings.

The instructional facet

The instructional facet is the area in which the learning program is further defined. In this area, teachers play the major role. They write lesson plans, evaluate students, and decide how to meet the goals and objectives laid out by the school board and the administrative staff. School boards can become involved at this stage primarily by assuring that qualified teachers are hired and by evaluating teachers to make sure they are performing up to the district's standards.

Education writers have offered suggestions on ways to avoid hiring incompetent teachers and ways to deal with incompetent teachers who are already employed by the school system.[14] One way to determine whether applicants will become successful teachers is to screen them prior to employment. One method of screening is to require each teacher applicant to submit a 250-word essay in his or her own handwriting. From this writing sample, skills in grammar, spelling, and organized thinking will be relatively easy to determine. Another screening technique is to give each applicant a test in his or her subject area (e.g., English, mathematics, social studies). If the tests are reliable and valid, they can be used as one means of comparing "teacher readiness" among applicants.

To determine whether teachers who are already employed by the school system are competent, two alternatives are suggested. First, minimum competency tests could be administered to all teachers in the district. If scores on the tests indicate that the teachers' skills need to be sharpened, in-service instruction could be provided at the school board's expense. A second alternative is to require all teachers to pass a course in reading before they become eligible to receive pay raises. It is best for teacher/board relations if teachers are involved in the decision-making process.

Efforts to improve teacher competence are being made in Maryland, Virginia, and Washington, D.C., to name but a few places. "The public has an absolute right to demand teacher competence, and school boards have a legal and moral obligation to provide it," one writer believes.[15]

Either the school board or the administrative staff may conduct teacher evaluations. If the administrative staff is responsible for teacher evaluation, educators believe the board should make sure administrators know which teacher skills and qualities are important to the district. One suggested aspect of the evaluation process is classroom observations by school board members as well as by administrators. Because observations tend to be subjective, it is important for as many members of the board as possible to visit classrooms to see for themselves what is happening in their schools. Based on observations and evaluations, the board or staff may recommend in-service courses for teachers.

The personal experience facet

The fourth facet to be considered in the instructional program is personal experience, that is, what the students actually learn. In this area, students are the key people, but this facet provides an opportunity to evaluate the instructional program to determine what is working well, what can be improved, and what should be discarded. A school board actively involved in its instructional program considers program evaluation a formative as well as a summative process. Answers to the following questions will help boards judge whether their public schools are meeting the standards set by the community, the board of education, the administrators, and the teachers:

- Are the students learning what we intended for them to learn?
- What are the students learning that we did not intend for them to learn?
- What is actually happening in the classrooms?
- Are we employing the right teachers for our students?
- How are our graduates doing in college, in work, as family members, as community members?
- What is the attitude of the parents and community members about our graduates?
- What do the students say about the learning program?
- Is our learning program cost effective?
- Which of the school board's policies need to be altered to help improve the learning program?

- Are the school board's policies implemented according to their intent?"

In order to answer the above questions, boards must be committed to delivering a first-rate instructional program to their students. Conducting the research and investigation necessary to secure a meaningful evaluation requires adequate time: time spent discussing the instructional program at board meetings; time spent seeking suggestions from parents, students, teachers, and administrators; time spent periodically reviewing and revising district policies; and time spent keeping informed about what happens to the district's students after they have graduated from the public schools.

After an evaluation has been conducted, it is the board's responsibility to alter the school program so that gaps between "what is" and "what should be" are diminished or eliminated. To carry out this responsibility effectively, boards need to be aware of alternative methods of meeting the priorities of the district. With such knowledge in hand, boards will be able to determine what resources and programs will best meet the community's needs at the best cost. Because many board members are not experts on alternative methods of instruction, they are encouraged to seek advice from the superintendent, the administrative staff, curriculum specialists, and teachers.

Finally, school boards are urged to inform their publics about what is being done to provide students in the district with the best possible education. School boards should try to establish an atmosphere of trust to make members of the community feel comfortable coming to the board with suggestions and appraisals. Such interaction not only helps the board find out what the district wants, but it also serves to cement a good working relationship among community members and school board members.

In short, contemporary opinion on the role school boards should play in developing and improving instructional programs holds that boards should be greatly involved in monitoring the program, but should strongly consider advice from administrators, staff, and community members. In this way, boards will be able to assume the duties they were elected to perform without usurping any of the powers or responsibilities of administrators in the district.

On the basis of this review of the literature, current writers in the field of education generally agree that school boards are responsible for taking the initiative in the following activities:

- Finding out what the community wants;
- Determining which needs the school system will address, what will be taught to meet those needs, what will be stressed, and what sequences will be followed;
- Establishing policies that will help achieve district objectives;
- Becoming informed about the instructional program by requesting reports from the superintendent and administrative staff and by going through in-service training;
- Assuring that qualified teachers are hired and evaluating teachers to make sure they are performing up to the district's standards;
- Evaluating the instructional program and altering it so that gaps between "what is" and "what should be" are diminished or eliminated.
- Informing the public about what the school board is doing to improve the instructional program.

In the next chapter, comparisons are made between what writers are recommending that boards do, and what boards are actually doing, and what boards believe they should be doing.

STATE MANDATES AND CONTROL BY LOCAL SCHOOL BOARDS

In each state, the ultimate authority for governance of the educational enterprise resides with the state. The legislature through statute defines the parameters of local district policy. State agencies such as State Boards of Education and Chief State School Officers implement legislative control through administrative codes. Thus, the local school board must always govern within the mandates set forth by the state.

For illustrative purposes, the excerpts which follow represent some of the mandates set forth by the state of Washington in the governance of local school districts. The Revised Code of Washington (RCW) citations are statutory provisions while the Washington Administrative Code (WAC) citations are the implementing regulations of the State Board of Education and/or the State Superintendent of Public Instruction.

RCW 28A.58.103 Instructional materials—Instructional materials committee. Every board of directors, unless otherwise specifically provided by law, shall:

(1) Prepare, negotiate, set forth in writing and adopt, policy relative to the selection of instructional materials. Such policy shall:

(a) State the school district's goals and principles relative to instructional materials;

(b) Delegate responsibility for the preparation and recommendation of teachers' reading lists and specify the procedures to be followed in the selection of all instructional materials including text books;

(c) Establish an instructional materials committee to be appointed, with the approval of the school board, by the school district's chief administrative officer. This committee shall consist of representative members of the district's professional staff, including representation from the district's curriculum development committees, and, in the case of districts which operate elementary school(s) only, the educational service district superintendent, one of whose responsibilities shall be to assure the correlation of those elementary district adoptions with those of the high school district(s) which serve their children;

(d) Provide for terms of office for members of the instructional materials committee;

(e) Provide a system for receiving, considering and acting upon written complaints regarding instructional materials used by the school district;

(f) Provide free text books, supplies and other instructional materials to be loaned to the pupils of the school, when, in its judgment, the best interests of the district will be subserved thereby and prescribe rules and regulations to preserve such books, supplies and other instructional materials from unnecessary damage.

Recommendation of instructional materials shall be by the distict's instructional materials committee in accordance with district policy. Approval shall be by the local school district's board of directors.

Districts may pay the necessary travel and subsistence expenses for expert counsel from outside the district. In addition, the committee's expenses incidental to visits to observe other districts' selection procedures may be reimbursed by the school district.

Districts may, within limitations stated in board policy, use and experiment with instructional materials for a period of time before general adoption is formalized.

Within the limitations of board policy, a school district's chief administrator may purchase instructional materials to meet deviant needs or rapidly changing circumstances.

(2) Establish a depreciation scale for determining the value of texts which students wish to purchase.

RCW 28A.58.752 Basic Education Act of 1977--Goal. The goal of the Basic Education Act for the schools of the state of Washington set forth in this 1977 amendatory act shall be to provide students with the opportunity to achieve those skills which are generally recognized as requisite to learning. Those skills shall include the ability:

(1) To distinguish, interpret and make use of words, numbers and other symbols, including sound, colors, shapes and textures;

(2) To organize words and other symbols into acceptable verbal and nonverbal forms of expression, and numbers into their appropriate functions;

(3) To perform intellectual functions such as problem solving, decision making, goal setting, selecting, planning, predicting, experimenting, ordering and evaluating; and

(4) To use various muscles necessary for coordinating physical and mental functions.

RCW 28A.58.758 Basic Education Act of 1977--District school directors as accountable for proper operation of district--Scope--Responsibilities--Publication of guide. (1) It is the intent and purpose of this section to guarantee that each common school district board of directors, whether or not acting through its respective administrative staff, be held accountable for the proper operation of their district to the local community and its electorate. In accordance with the provisions of Title 28A RCW, as now or hereafter amended, each common school district board of directors shall be vested with the final responsibility for the setting of policies ensuring quality in the content and extent of its educational program and that such program provide students with the opportunity to achieve those skills which are generally recognized as requisite to learning.

(2) In conformance with the provisions of Title 28A RCW, as now or hereafter amended, it shall be the responsibility of each common school district board of directors, acting through its respective administrative staff, to:

(a) Establish performance criteria and an evaluation process for its certificated personnel, including administrative staff, and for all programs constituting a part of such district's curriculum.

(b) Determine the final assignment of staff, certificated or classified, according to board enumerated classroom and program needs.

(c) Determine the amount of instructional hours necessary for any student to acquire a quality education in such district, in not less than an amount otherwise required in RCW 28A.58.754, or rules and regulations of the state board of education.

(d) Determine the allocation of staff time, whether certificated or classified.

(e) Establish final curriculum standards consistent with law and rules and regulations of the state board of education, relevant to the particular needs of district students or the unusual characteristics of the district, and ensuring a quality education for each student in the district.

(f) Evaluate teaching materials, including text books, teaching aids, handouts, or other printed material, in public hearing upon complaint by parent, guardians or custodians of students who consider dissemination of such material to students objectionable.

(3) In keeping with the accountability purpose expressed in this section and to insure that the local community and electorate have access to information on the educational programs in the school districts, each school district's board of directors shall annually publish a descriptive guide to the district's common schools. This guide shall be made available at each school in the district for examination by the public. The guide shall include, but not be limited to, the following:

(a) Criteria used for written evaluations of staff members pursuant to RCW 28A.67.065.

(b) A summary of program objectives pursuant to RCW 28A.58.090.

(c) Results of comparable testing for all schools within the district.

(d) Budget information which will include the following:

(i) Student enrollment.

(ii) Number of full time equivalent personnel per school in the district itemized according to classroom teachers, instructional support, and building administration and support services, including itemization of such personnel by program.

(iii) Number of full time equivalent personnel assigned in the district to central administrative offices, itemized according to instructional support, building and central administration, and support services, including itemization of such personnel by program.

(iv) Total number of full time equivalent personnel itemized by classroom teachers, instructional support, building and central administration, and support services, including itemization of such personnel by program.

(v) Special levy budget request presented by program and expenditure for purposes over and above those requirements identified in RCW 28A.58.754.

WAC 180-16-166 Entry age. The purpose of WAC 180-16-166 is to implement RCW 28A.58.190 which authorizes the State Board of Education to establish uniform entry qualifications.

(1) Uniform rule. Effective midnight August 31, 1979, a child must be five years of age as of midnight August 31 of the year of entry to be permitted to enter kindergarten. Effective midnight August 31, 1980, a child must be six years of age as of midnight August 31 of the year of entry to be permitted to enter the first grade.

(2) Delayed implementation. School districts using an entry age date for kindergarten later than the foregoing as of July 1, 1979, shall be permitted to use an entry age date for kindergarten of no later than October 31 for the 1979-80 school year and of no later than September 30 for the 1980-81 school year.

School districts using an entry age date for first grade later than the foregoing as of July 1, 1979, shall be permitted to use an entry age date for the first grade of no later than October 31 for the 1980-81 school year and of no later than September 30 for the 1981-82 school year.

Notwithstanding the foregoing, a school district which qualifies for such delayed implementation shall not establish an entry-age date later than that in use on July 1, 1979.

(3) Exceptions. School districts may establish exceptions to the uniform entry age qualifications authorizing younger children to enter kindergarten and first grade pursuant to district regulations establishing a screening process and/or instrument(s) which shall measure the ability, or the need, or both of the individual student in order to demonstrate that the student is sufficiently advanced to succeed in such a program. Such process and/or instrument shall include but not be limited to screening in the following areas:

(a) Mental ability;
(b) Gross motor skills;
(c) Fine motor skills;
(d) Visual discrimination;
(e) Auditory discrimination; and
(f) Emotional/social development.

Such regulation shall provide for an internal district appeal process for parents or guardians to seek review of the decision of the building administrator.

WAC 180-16-195 Annual reporting and review process. (1) Annual district reports. A review of each school district's kindergarten through twelfth grade program shall be conducted annually for the purpose of determining compliance or noncompliance with these basic education allocation entitlement requirements. On or before the third Monday in October of each school year each school district superintendent shall complete and return the program data report form(s) now and hereafter prepared and distributed by the superintendent of public instruction. Such forms shall be designed to elicit data necessary to a determination of a school district's compliance or noncompliance with these entitlement requirements. Data reported on any such form(s) by a school district shall accurately represent the actual status of the school district's program as of the first school day in October and as thus far provided and scheduled for the entire current school year. Such forms shall be signed by: (a) The school board president or chairperson, and (b) the superintendent of the school district.

(2) State staff review. State staff shall review each school district's program data report and such supplemental state reports as staff deems necessary, and prepare recommendations and supporting reports for presentation to the state board of education: Provided, That if a school district's initial program data report and any other state reports considered do not establish compliance with these basic education allocation entitlement requirements, the district shall be provided the opportunity to explain the deficiency and provide supplemental data. School districts which foresee that they will not be able to comply with these entitlement requirements or that are deemed by state staff to be in noncompliance may petition for a waiver on the basis of the limited grounds set forth in WAC 180-16-225.

3) Annual certification of compliance or noncompliance--Withholding of funds for noncompliance.

(a) At the annual March meeting of the state board of education, or at such other meeting as the board shall designate, the board shall certify each school district as being in compliance or noncompliance with these basic education allocation entitlement requirements.

(b) A certification of compliance shall be effective for the then current school year subject to any subsequent ad hoc review and determination of noncompliance as may be deemed necessary or advisable by the state board of education or the superintendent of public instruction. In addition, a certification of compliance shall be effective tentatively for the succeeding school year until such time as the state board takes its annual action certifying compliance and noncompliance with these entitlement requirements, at which time the state board may retroactively and/or otherwise revoke such tentative certification upon a finding of noncompliance.

(c) A certification of noncompliance shall be effective until program compliance is assured by the school district to the satisfaction of the superintendent of public instruction, subject to review by the state board. Basic education allocation funds in an amount(s) established by the state board shall be permanently deducted from the basic education allocation of a school district that has been certified as being in noncompliance unless such district has received a waiver, pursuant to WAC 180-16-225, from the state board for such noncompliance, or assurance of program compliance is subsequently provided for the school year previously certified as in noncompliance and is accepted by the state board.

WAC 180-16-220 Supplemental program and basic education allocation entitlement requirements. The following requirements, while not imposed by the "Basic Education Act of 1977," are hereby established by the state board of education as supplemental conditions to a school district's entitlement to state basic education allocation funds.

(1) Student to certificated staff ratio requirement. The ratio of students enrolled in a school district to full-time equivalent certificated employees shall not exceed twenty-three to one: Provided, That nonhigh school districts or school districts that have a student enrollment of two hundred fifty or less in grades nine through twelve may, as an alternative to the foregoing requirement, have a ratio of students to full-time equivalent certificated classroom teachers of twenty-six to one or less. For the purpose of this subsection, "certificated employees" shall mean those employees who are required by state statute or by rule of the state board of education, or by written policy of the school district to possess a professional education permit, certificate or credential issued by the superintendent of public instruction, as a condition to employment and "classroom teacher" shall be defined as in WAC 180-16-210 and the students to classroom teachers ratio shall be computed in accordance with WAC 180-16-210(1).

(2) Current and valid certificates. Every school district employee required by state statute and/or rule of the state board of education to possess a professional education permit, certificate, or credential issued by the superintendent of public instruction for his/her position of employment, shall have a current and valid permit, certificate or credential.

(3) Student learning objectives. Each school district shall have implemented a program of student learning objectives in the areas of language arts, reading and mathematics for grades kindergarten through eight and on or before September 1, 1981, for grades nine through twelve.

(a) Each school district must evidence community participation in defining the objectives of such a program.

(b) The student learning objectives of such program shall be measurable as to the actual student attainment. Student attainment shall be locally assessed annually.

(c) The student learning objectives program shall be reviewed at least every two years by the school district.

WAC 180-16-225 Waiver--Grounds and procedure. (1) Grounds. The state board of education may waive one or more of the basic education allocation entitlement requirements set forth in WAC 180-16-200 through 180-16-220(1) only if a school district's failure to comply with such requirement(s) is found by the state board to be caused by levy failure and/or substantial lack of classroom space as set forth below....

WAC 180-16-240 Supplemental program standards. (1) Each school district superintendent shall file each year a statement of district standing relative to these standards noting any deviations. Such statement shall be submitted at the same time as the annual basic education allocation entitlement program data report(s) required by WAC 180-16-195 is submitted. Deviation from these standards shall not result in withholding of any or all of a district's basic education allocation funds, however. The deviations shall be made available to the public separately or as a portion of the annual district guide published pursuant to RCW 28A.58.758(3) and this section.

(2) Supplemental program standards are as follows:

(a) Appropriate measures are taken to safeguard all student and school district permanent records against loss or damage. See, e.g., RCW 40.14.070 regarding the preservation and destruction of local government agency records.

(b) Provision is made for the supervision of instructional practices and procedures.

(c) Current basic instructional materials are available for required courses of study.

(d) A program of guidance, counseling and testing services is maintained for students in all grades offered by that school district.

(e) A learning resources program is maintained pursuant to chapter 180-46 WAC and WAC 392-190-055, each as now or hereafter amended.

(f) The physical facilities of each district are adequate and appropriate for the educational program offered.

(g) There is adequate provision for the health and safety of all pupils within the custody of the school district. See, e.g., RCW 28A.04.120(11) regarding emergency exit instruction and drills and the rules or guidelines implementing the statute; the building code requirements of chapter 19.27 RCW and local building and fire code requirements; chapter 70.100 RCW regarding eye protection and the rules or guidelines implementing the chapter; RCW 28A.31.010 regarding contagious diseases and the rules, chapters 248-100 and 248-101 WAC, implementing the statute; RCW 43.20.050 regarding environmental conditions in schools and the rules, chapter 248-64 WAC, implementing the statute; and local health codes.

(h) A current policy statement pertaining to the administration and operation of the school district is available in each district's administrative office including, but not limited to, policies governing the school building and classroom visitation rights of nonstudents.

(i) Chapters 49.60 and 28A.85 RCW are complied with. These statutes prohibit unequal treatment of students on the basis of race, sex, creed, color, and national origin in activities supported by common schools.

(j) A descriptive guide to the district's common schools is published annually by the school district's board of directors, pursuant to RCW 28A.58.758(3), and is made available at each school in the district for examination by the public.

EDUCATIONAL GOALS

Clover Park School District

CLOVER PARK SCHOOL DISTRICT NO. 400
10020 Gravelly Lake Drive S.W.
Tacoma, Washington 98499

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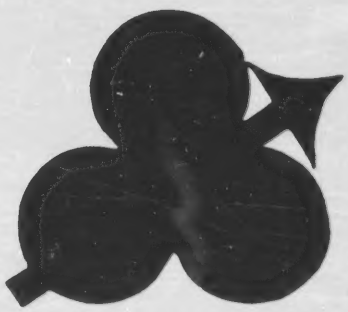


**Goals Development Project Coordinated by
Clover Park School District Instruction Division**

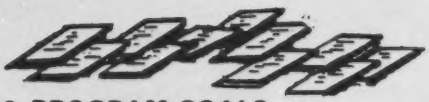
Karen A. Forys, Administrator of Instruction

TOOLS FOR CURRICULUM DEVELOPMENT

● **SYSTEM GOALS**

23 policy statements of district purpose

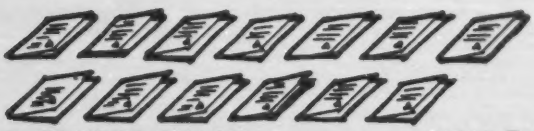
School Board/Superintendent



● **PROGRAM GOALS**

112 general aspirations for 13 subjects

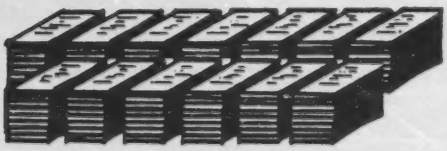
Administrator for Instruction



● **COURSE GOALS**

1011 Extensive aims for 13 subjects organized into 4 grade level blocks

Curriculum Planners



○ **INSTRUCTIONAL OBJECTIVES**

Approximately 10,000 guidelines for instruction by grade

and course

Teachers and Principals

◓ **STUDENT LEARNING OBJECTIVES**

Approximately 500 indicators of student achievement

Students

● completed ◓ partially completed ○ not started

Clover Park School District No. 400 is an Equal Opportunity and Affirmative Action employer, and is in compliance with Sex and Handicap Regulations. Information: Affirmative Action Coordinator, 10020 Gravelly Lake Drive, S.W., Tacoma, Washington 98499, telephone 584-9411

A PLAN FOR THE COMPLETION OF DISTRICT INSTRUCTIONAL GOALS AND OBJECTIVES

The need for various levels of district goals was recognized when, in 1975, the staff and resources of the Clover Park School District were committed to a goals development project. A process involving staff, parents, and community representatives was initiated to identify three levels of goals—system, program, and course. Of these, only the system and program goals were satisfactorily completed. The course goals are still unfinished.

This plan for completing the course goals contains guidelines for reducing the thousands of statements in the existing course goal drafts to a manageable number. It also calls for the creation of instructional objectives to bridge the gap between student learning objectives and course goals. Together, these steps will result in a coherent system of district goals and objectives linking the broad philosophical statements of district purpose to the specific objectives of concern to teachers.

Course Goals....

The first step...is to clarify the difference between goals and objectives. A goal is a broad statement of direction or intent which may be achieved over an unspecified period of time. The system goals, which include 23 statements of purpose for the district, and the program goals, which list 5 to 15 general statements for each discipline concerning the general expectations for all students, satisfy the definition.

On the other hand, objectives are statements of desired outcome or accomplishments which can be achieved within a given time frame. The K-8 student learning objectives, for example, represent skills and concepts students can and should learn during the school year covered by each grade level.

The task of identifying course goals will be easier and the relationship between course goals and program goals will be clarified by the following definitions:

> Course goals for each discipline are the general competencies students are expected to achieve within one of the following grade level blocks: Primary, intermediate, junior high, or senior high.

The number of course goals for each discipline should indicate the emphasis each discipline should receive at each level. The following arbitrary limits are set to control the number of course goals and to suggest the proper emphasis.

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Maximum Number of Course Goals to be Identified for Each Level

Discipline	Primary	Intermediate	Junior High	Senior High
Art	50	50	50	50
Business Education				50
Health	50	50	50	50
Home Economics			50	50
Industrial Arts			50	50
Language Arts	200	200	200	200
Mathematics	200	200	200	200
Music	50	50	50	50
Physical Education	50	50	50	50
Reading	200	200	200	50
Science	100	100	100	100
Second Language				50
Social Studies	100	100	100	100

The examples in the following pages illustrate how course goals, developed according to the above definition, follow system and program goals as the next logical step in the sequence.

Instructional Objectives:

The second part of this plan is to identify district level instructional objectives. When the course goals have been culled from the existing course goal drafts, most of the remaining statements will fit the following definition:

> Instructional objectives are statements of specific behaviors students should be able to exhibit upon completion of a given grade or course.

Instructional objectives may turn out to be the main device for defining the district curriculum; but, if they are to be useful tools for teachers, they must be limited in number to statements which describe only the essential core of the curriculum since long, comprehensive lists will overwhelm teachers and stifle their creativity and individuality. Instructional objectives for each grade or course will be limited to 60 for the disciplines of reading, mathematics and language arts; to 20 for art, music and physical education; and to 40 for the other seven subjects.

Both instructional objectives and student learning objectives will be stated in behavioral terms, but the instructional objectives will not include evaluation criteria and standards of acceptable performance. This means that instructional objectives can include many of the behaviors which teachers consider desirable but are difficult to evaluate on a districtwide basis in a formal and uniform manner.

Each student learning objective will relate directly to one of the instructional objectives. Since students will be evaluated on the mastery of the student objective, the student learning objectives should cover only 15 to 25 of the most important objectives per grade per discipline for grades K-9 and 5 to 10 of the most important objectives for each high school course.

GOALS AND OBJECTIVES

Goals and objectives are among the most important tools available to educators for curriculum development, articulation, and assessment. Since 1975, teachers in the Clover Park School District have been developing different levels of goals and objectives to serve a variety of purposes and audiences.

For the purpose of this project, the words "goal" and "objective" are not synonymous. The word "goal" has been reserved for broad, sometimes philosophical and idealistic, statements of intent or purpose which may be achieved over a long unspecified period of time. Three kinds of goals have been created: **System Goals**, consisting of 23 broad statements of district purpose; **Program Goals**, listing five to fifteen general aspirations for each of thirteen disciplines; and **Course Goals**, which amplify the program goals and specify the skills and concepts to be emphasized in the primary, intermediate, junior high, and senior high grades.

Objectives refer to statements of desired outcomes or accomplishments which can be reasonably achieved within a given period of time. **Instructional Objectives** and **Student Learning Objectives** are two types of objectives which will eventually be written for every elementary grade and secondary course.

EXAMPLES OF DIFFERENT LEVELS OF GOALS AND OBJECTIVES

GOALS	**System Goal:**	Each student shall develop intellectual competency by learning the basic skills of collecting, examining, evaluating, and using information.
	Program Goal:	The student comprehends the printed material needed to succeed in educational, intellectual, vocational, and social interests and inquiries.
	Course Goal:	The student knows the location and use of print and non-print materials in the library that he/she needs for research or leisure.
OBJECTIVES	**Instructional Objective:**	The student can use the *Reader's Guide to Periodical Literature*.
	Student Learning Objective:	The student can find the subject, title, author, beginning page number, and the date and name of the periodical containing the article from an entry in the *Reader's Guide to Periodical Literature*.

This folder contains the system goals adopted by the District Board of Directors in 1975. The program goals adopted in 1976 and the recently developed course goals for each of the thirteen disciplines are listed on separate inserts.

The course goals have been grouped and numbered according to the grade range where they receive the greatest emphasis: primary (P), intermediate (I), junior high (J), and high school (H). Teachers should plan learning activities which contribute to the attainment of the goals specified for their assigned level, although goals placed at other levels may be taught to accommodate the special needs of individual students. Primary responsibility for every course goal has been assigned to a single level.

SYSTEM GOALS

INTELLECTUAL SKILLS

Each student shall develop intellectual competency by learning:

- The basic skills of reading, writing, speaking and listening.
- The basic skills of mathematical computation.
- The basic principles of science and their technological application.
- The basic skills of collecting, examining, evaluating, and using information.
- The basic skills of defining and resolving problems, choosing the best available alternative.
- The distinguishing characteristics of our own and other societies, and how societies are related.
- The basic skills of self-expression through the fine and applied arts.

PERSONAL SURVIVAL SKILLS

Each student shall acquire the skills essential to personal survival, including:

- Maintaining and improving physical and mental health.
- Managing money, property, and other resources.
- Recognizing and adapting to personal and social changes as they occur.
- Gaining job skills for immediate employment or foundation skills for further education.
- Developing methods for achieving satisfactory human relationships.

PERSONAL VALUES SYSTEM

Each student shall be helped to develop a personal values system which includes:

- A feeling of self-worth and self-esteem.
- Pride in his/her own well-done work.
- Personal integrity in human relationships.
- A commitment to responsible citizenship.
- Respect for others, including those who are culturally different.
- A desire for continued learning.
- Appreciation of beauty in nature and the arts.

CIVIC RIGHTS AND RESPONSIBILITIES

Each student shall learn civic rights and assume civic responsibilities by:

- Understanding governmental processes and the citizen's role in them.
- Knowing the history of our country and its relationships to other nations.
- Being informed about the economic and political systems which shape the modern world.
- Actively participating in school, community, social and political activities.

PROGRAM GOALS

Mathematics
(Primary and Intermediate Grades)

1. The student knows basic mathematical facts and operations and uses them accurately and confidently.

2. The student understands quantitative and geometric concepts.

3. The student discovers mathematical patterns and relationships in personal experiences.

4. The student can analyze problems and use systematic approaches to solve problems.

5. The student is able to express mathematical ideas using appropriate mathematical symbolism.

6. The student appreciates and respects the practical and aesthetic contributions of mathematics and is aware of its cultural and historical development.

7. The student develops the mathematical foundation to help meet personal, civic, and career needs.

COURSE GOALS

Mathematics (Intermediate Grades)

		Related Program Goals
1-1	The student knows a well defined operation in a set is one that produces a unique element within the set.	1,2
1-2	The student knows that a closed operation in a set is one that produces an element in the set.	1,2,5,7
1-3	The student knows that if a set contains an identity element then an operation with any given element and the identity element produces the given element.	1,2,3,7
1-4	The student knows that if a set contains inverse elements, then an operation with an element of that set and its inverse produces the identity element.	1,2,3,7
1-5	The student is able to order whole numbers, common and decimal fractions using appropriate symbols ($<$ $>$ $=$ $\neq$ $\leq$ $\geq$)	1,2,3,4,5
1-6	The student knows that a prime number is a whole number greater than one whose whole number divisors are only itself and one.	1,2,5,6
1-7	The student knows that a composite number is a whole number that is a product of primes.	1,2,5
1-8	The student knows a method to find the greatest common divisor (GCD) and least common multiple (LCM) of two or more numbers.	1,4,5,7
1-9	The student knows that an equation is a number sentence which has an equal sign between two names for the same number.	1,2,5
1-10	The student is able to multiply and divide whole numbers.	1,4,5
1-11	The student knows that division by zero is undefined.	1,4,5
1-12	The student knows that a common fraction is any number that can be named in the form a/b, b $\neq$ o, when a and b are whole numbers.	2
1-13	The student knows that fractions equivalent to a given fraction can be produced by multiplying the original fraction by forms of one (1/2 x 3/3 = 3/6)	2
1-14	The student knows the meaning of terms associated with fractions: common fraction, decimal fraction, numerator, denominator, proper, improper, mixed numeral, repeating decimal.	2

1-15	The student knows that a fraction may be written as a common fraction, decimal fraction, or percent.	2
1-16	The student is able to add, subtract, multiply and divide fractions expressed in either common or decimal fraction form.	1,6,7
1-17	The student is able to convert common fractions, decimal fractions and percents from one to another.	1,2,4,5,7
1-18	The student knows the rules for rounding numbers.	1,2,3,4,5 7
1-19	The student knows the definitions for terms associated with angles: angle, acute, obtuse, right.	1,2,7
1-20	The student knows that historically mathematics began with the need to measure and to record measurements.	6
1-21	The student knows that the system of measurement most widely used in the United States today is the British-American system of measures.	2,3,5,6,7
1-22	The student knows the names of the major systems of measurement (e.g., metric, British-American).	5,7
1-23	The student knows that some categories of measurement have units common to many systems (e.g., unit for time such as hour.)	2,3,5,7
1-24	The student knows that a standard unit is the basis for deriving other units in a category.	2,3,5,7
1-25	The student knows that standard units of measure are arbitrarily chosen.	2,5,6,7
1-26	The student knows that units of measure can be converted to only units of the same type (i.e., inches cannot be converted to pounds or dollars, but only to feet, yards, miles, etc.)	1,2,5,7
1-27	The student is able to convert a measurement in a particular type from one to another.	1,2,5,7
1-28	The student is able to add and subtract measurements of the same type.	1,2,5,7
1-29	The student knows that all measurements involve a possible error of half the value of the smallest division of the scale used in measuring.	1,2,4
1-30	The student knows factors that affect the precision of a measuring instrument (e.g., scale division, physical construction, readability).	1,2,4,5,7
1-31	The student knows that among several events equally likely to occur the probability that a given event will occur is the ratio of outcomes that produce the given event to all possible outcomes (e.g., the probability of rolling a 2 on a die is 1/6).	2,3,4,5,7

REVISED FIFTH GRADE MATHEMATICS STUDENT LEARNING OBJECTIVES

1. The student is able to read aloud the names of nine out of ten numerals for whole numbers less than 100,000.

2. The student is able to write the numerals for eight out of ten whole numbers less than 100,000.

3. The student is able to round three out of four whole numbers less than 100,000 to the nearest ten, hundred, or thousand.

4. The student is able to determine the number of ten-thousands, thousands, hundreds, tens, and ones represented by each digit in three out of four numerals for whole numbers less than 100,000.

5. The student is able to add three out of four pairs of whole numbers if the sums are less than 100,000.

6. The student is able to subtract three out of four whole numbers from whole number minuends less than 100,000.

7. The student is able to multiply three out of four pairs of whole numbers if the multiplier is less than 100 and the multiplicand is less than 1000.

8. The student is able to divide three out of four whole numbers less than 1000 by whole number divisors less than ten and name the remainder as whole numbers.

9. The student is able to add three out of four pairs of common fractions with like denominators.

10. The student is able to subtract three out of four common fractions from common fraction minuends with like denominators.

11. The student is able to rename three out of four common fractions with denominators less than 25.

12. The student is able to use the symbols $<$, $=$, or $>$ to express the relationship between three out of four pairs of common fractions.

13. The student is able to change three out of four improper fractions to mixed numerals or mixed numerals to improper fractions.

14. The student is able to solve three out of four word problems using appropriate fifth grade skills.

15. The student is able to identify seven out of eight triangles, parallelograms, rectangles, squares, circles, contained in a set of ten shapes.

16. The student is able to measure three out of four distances and lengths of objects, between one and three meters long correct to the nearest meter and centimeter.

SELECTED EFFECTIVENESS CHARACTERISTICS*

This paper describes characteristics that have been found in the research to be correlated with the effective school environment. Citations note studies or syntheses which can be used by the reader to learn more in the given area.

Time on Task

Research indicates that teachers within effective schools have students engaged in high levels of task-oriented "academic" activities. Studies conducted by Ramey, Hillman and Matthews (1982), Madaus (1980), Berliner (1979), and Bloom (1974) all indicate that the amount of time spent on academic learning tasks is positively correlated with students' achievement test score increases. As pointed out by Cooley and Leinhardt (1980), however, the amount of time scheduled for a specific subject is not correlated with achievement increases. This, of course, implies that it is not how much time is available for the learning activity but rather the actual amount of time the students are engaged in learning activities that contributes to effectivenss. For example, Ramey, Hillman, and Matthews (1982) state the following:

> ...It appears that high schoolwide reading gains occur when the teacher spends a maximum of classroom time involved in interactive instruction and a minimum amount of classroom time teaching one-to-one, organizing the classroom, and monitoring student work. (p. 10)

Bloom (1974) suggests that time is the central variable in school learning. In addition, research conducted by Armor (1976), Edmonds (1979), and others suggests that teachers in effective schools tend to spend less time in classroom management. This seems to reinforce the idea that more time spent on academic tasks and less time spent on other non-academic behaviors, the more positive the correlation with high achievement scores.

The assumption being made in conclusions associated with time on task is that quality instruction and learning are taking place. Hardly anyone would argue that the amount of time spent in study or in learning a given subject is related to one's level of understanding. More importantly, however, instruction is assumed to conform with known principles associated with effective teaching practice. Given this assumption, the correlation of additional time on task and higher achievement is positive.

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Expectations

There is strong support in the literature for the correlation between high expectations for the achievement of students and the effective school environment. Researchers such as Berliner (1979), Edmonds (1979), and Murnane (1980) find that teachers in effective schools tend to have higher expectations for student accomplishments than do other teachers. Rutter et al. (1979) found that the effective school produced the attitude on the part of teachers that all of their students would pass exams. Studies by Phi Delta Kappa (1980) and Hoover (1978) embellished this correlation by finding that teachers within the effective school tend to feel that their students can master basic objectives through their teaching and expect each student to do so. An important point to note is made by Brookover (1979), who states that the environment of the effective school produces high expectations on the part of the members of the school. Such commonly shared attitudes often are reflected by school goals and missions. As noted by Brookover in his study of secondary schools, the instructional leadership of the effective school also shares in the high expectations for the students.

Brookover and Rutter et al. describe the attitudes of students as they relate to expectations. It seems possible that such high expectations could intimidate some students and perhaps heighten feelings of inadequacy or anxiety. Researchers find that students generally report a feeling that they have the ability to complete school work successfully. Students in effective schools, however, unlike students in ineffective schools, tend to report that the school allows them the opportunity to succeed.

The concept of high expectations is very important to the concept of the effective school. It may very well be that this variable reflects the level of commitment to teaching and the school. The way in which these expectations are conveyed to students is not clear but it is clear that the high expectations encourage students to achieve.

Some data also indicate that there is particular emphasis on achievement in the basic skills areas. For example, Squires (1980) found that the effective school's instructional leaders tend to emphasize basic skills instruction. Because achievement test results differentiate the effective school from other schools it is not difficult to understand this emphasis.

Success Rate

Research tends to indicate that the higher the success rate of students the greater the correlation with academic achievement increases. Success rate, as it is used here, refers to the percentage of correct responses given by a student during a certain period of time.

There is some contention, however, concerning how much success is enough. Huitt and Seegars (1980), for example, state that the needed success rate depends on the mode of instruction being used. Fisher et al. (1978) defined success rate in terms of the appropriateness of the task for the student performing that task. In their findings these researchers note:

> Common sense suggests that too high a rate of "high success" work would be deleterious (boring, repetitive, time wasting, etc.) Probably, some balance between "high success" and more challenging work is appropriate. (p. 12)

Fisher also notes differences in needed success rate percentages according to age and general skill at school learning.

Although Crawford (1975) and Roberts and Smith (1982) state that the optimal success rate is 75%, the bulk of the research indicates that the percentage should depend upon the situation. As has been shown with student learning styles, individual learning differences do exist between students and are reflected in a variety of ways.

Curriculum Alignment

Curriculum alignment is the term used to refer to the "match" or alignment of instructional objective(s), instructional activity, and evaluation. Research by Niedermeyer and Yeben (1981) indicates the relationship among three things—what is planned, what occurs in the instructional activity, and the assessment of concepts and skills acquired through that instruction--is correlated with achievement gains in the basic skills. For example, the Los Angeles Unified School District Curriculum Alignment Project has shown consistent achievement score gains by utilizing the concept of curriculum alignment in developing curricular materials.

Staff Task Orientation

The effective school environment is one in which staff appear to be highly task-oriented. Rutter et al. (1979), for example, found that ending class early was negatively correlated with achievement. In other words, early class termination was associated with lower test scores. The same study also found beginning academic lessons on time to be positively correlated with achievement. As mentioned earlier, events which take away from the potential time available in which students could be engaged in learning tasks appear negatively correlated with achievement. This would seem to be closely linked with the findings in the area of time-on-task. Medley (1979) reported data which indicated that teachers within the effective school environment tend to take fewer breaks. Data in this area indicate that staff approach their professional responsibilities seriously and utilize all available time possible in academic learning situations with students.

Behavior Management

Research findings consistently indicate that the effective school environment is characterized by less time spent in the classroom on behavior management (Armor, 1976); Edmonds, 1979; Cooley and Leinhardt, 1980; Madaus, 1980). The approach to behavior management in the classroom, however, is the result of school-wide or school district plans rather than the result of each individual teacher's unique behavioral management plans (Brokover et al., 1979; Rutter et al., 1979).

In addition the effective school is not one in which high levels of corporal punishment are routine. Research data indicate that a high level of corporal or physical punishment is negatively associated with scores. In other words, as corporal punishment goes up achievement scores tend to go down and vice versa (Ruter et al., 1979). In fact, there are some data which suggest that teachers in effective schools tend to give less criticism to students than do teachers in other schools.

Nonetheless, the teacher and administrator in the effective school appear to be disciplinarians in that these persons clearly explain consequences for appropriate and inappropriate behavior to students. Once these are understood, consequences are consistently applied to students (Brophy, 1979). Again, however, these consequences are established at the school or district level and are mutually agreed upon by staff within the effective school environment.

School Environment

The effective school environment is described as having an atmosphere which is pleasant, orderly, quiet, and safe (Weber, 1971). The atmosphere has also been described as one that is conducive to learning (Edmonds, 1979). Although hardly surprising, research indicates that the effective school maintains an atmosphere which does not distract from learning experiences.

Data indicate that better physical conditions for students correlate with achievement score increases. Better physical conditions studied by Rutter et al. (1979) involved access to telephones, clean and well-kept restrooms, hot drinks, good meals, and freedom to use school buildings as needed.

Cooperation

Research in this area tends to show that teachers cooperate with other teachers as well as instructional leaders in the effective school. As mentioned previously, staff cooperate to devise and implement a school disciplinary policy. Another area of cooperation involves course or curriculum planning. In many cases this is done in smaller (perhaps grade-level) groups. The planning process, however, appears to be significantly influenced by school leaders. Wellisch and others (1978) found that the effective school implements instructional programs that are extremely well coordinated by school leaders.

Although coordinated by school leaders, teachers in the effective school appear definitely to feel a part of this cooperative process. Research data indicate that the effective school environment produces feelings on the part of teachers that their views are represented by those who make decisions (Rutter et al., 1979). In addition, Madden and associates (1976) found that teachers felt "supported" in the effective school. Rutter et al. similarly found there is a feeling of adequate clerical support for teachers in the effective school.

In general, the research points toward a willingness in the effective school for staff to cooperate on tasks while having tasks coordinated by school leaders. Each teacher seems to have a definite sense of contribution to the school while also feeling supported through various resources within the school environment itself.

Instructional Leadership

The term instructional leader is used here primarily to designate the role of the building principal. In some cases, however, instructional supervisors and lead teachers also are included in this category. Generally, the research indicates that the instructional leader in the effective school has strong views and is very active in the observation and coordination of academic work within the school.

The effective school instructional leader is characterized in several ways. This leader tends to feel strongly about instruction and has a definite point of view which is promoted (Wellisch et al., 1978). Edmonds (1979) points out that the leader is a strong administrator who demonstrates strong leadership in a mix of managerial and instructional skills.

Austin (1979) found that the instructional leader in the effective school more frequently reported a feeling of control over the functioning of the school, the curriculum, and the program staff. Brookover and associates (1979) found leaders in this setting to be more accepting of teacher accountability. Kean (1979) found that the instructional leader tends to have more frequent classroom observations than others. Information also indicates that the instructional leader is more of a disciplinarian and is better able to resolve conflicts than the leader in the less effective school (Hall and Alford, 1976).

Research has also pointed toward some rather specific behaviors which further clarify the role and attitude of the instructional leader. The leader of the effective school tends to assume more responsibility for the achievement of basic skills by students (Brookover et al., 1979). In addition, this leader tends to have developed and communicated a plan for dealing with basic skills achievement problems (Edmonds, 1979).

The effective school instructional leader also appears to be actively involved in teaching within the classroom. Kean (1979) reports that the instructional leader in the effective school participates more in the classroom instructional program and in actual teaching within the classroom. Brookover and others reinforce this by finding that the instructional leader tends to assume more responsibility for teaching basic skills such as reading and for achievement within these areas. Further, it has been shown that the instructional leader tends to set instructional strategies and tends to have developed schoolwide procedures for instructional strategies in specific areas (Sweeney, 1982; Shoemaker and Fraser, 1981). Rutter and associates (1979) found the instructional leader in the effective school participating more actively in the selection of resources and in the planning and organization of curricula. In addition, these researchers found that the instructional leader is aware of specific teacher patterns, for example, checking to see that

teachers give homework to students. The effective school instructional leader evidently does not "socially promote" students. Recent research indicates that the effective school instructional leader does not promote students who fail to meet "required" performance levels (Squires, 1980; Wayne, 1981).

The instructional leader, then, appears to be highly involved in the work of teachers and the achievement of students. The leader also tends to regularly discuss and review teaching performance (Wellisch et al., 1978). Generally, strong managerial and instructional skills are demonstrated by the institutional leader in the effective school.

Recently, however, studies in the area of instructional leadership have been questioned. Rowan and others (1982) have critiqued the methodology of instructional leadership studies as well as the definition of school effectiveness itself. These authors feel the role of the instructional leader may not be as closely linked to the effective school as found in some research.

Parent Participation

The involvement of parents in the school generally appears to be closely related to achievement in the effective school. In work done for the Alaska Department of Education, Cotton and Savard (1980) sum up their review of 50 studies in this area in the following manner:

> Overall, the studies found that parent participation has a positive effect on children's achievement, and the more extensive the participation, the more positive the results. These findings emerged from studies of both preschool and elementary children; with a variety of academic achievement measures; in rural and urban settings; and with disadvantaged, special education and regular education students. Several studies cited positive outcomes other than achievement gains, including improved self-concept of parents and children, improved school-community relations and better student work habits. (p. 4)

Brookover and associates (1977) in their study of Michigan elementary schools found parent involvement to be negatively correlated with students' basic skill achievement in middle-class white schools and positively correlated in black schools. This suggests that student characteristics, if controlled for, might influence the effect of parent participation in the educational process. It is also important to note that the nature of parents' contacts and involvement with schools appears to be related to ethnicity, income level, and effectiveness of the school.

Instructional Practice

There is a great quantity of information which deals with instructional practice within the effective school. Some research investigations have referred to investigation in this area as "classroom improvement" or "classroom management" studies. Problems arise in analyzing this research as a part of effective school research because effective school research deals with the total school environment while classroom improvement studies quite often deal with only one part of the environment. Nevertheless, because effective classrooms are part of the effective school, some major findings are cited below.

Effective school research indicates that teachers in effective school settings tend to interact with the class as a whole more than do other teachers (Ramey et al., 1982; Medley, 1979). Work by Stallings (1982) indicates this is done at least 50% of the classroom time available. While this finding implies that less time is spent in small group and individualized efforts, it does not imply that such activities do not occur. In fact, Stallings found these to occur no less than 35% of the available classroom time. As stated previously, however, assumptions seem to have been made by researchers concerning quality of instruction. Quantity of time considerations are meaningless if a level of quality in the educational process is not maintained.

In addition to the above, there is considerable evidence that the effective school environment promotes monitoring of student performance more than other school environments (Berliner, 1979; Medley, 1979). Conclusions about monitoring of student performance are reinforced by the findings of Armor and associates (1976) who found higher levels of teacher-student contact in the effective school environment. There are, however, some studies which have not found monitoring of student performance and progress to be particularly different between "effective" and "ineffective" school settings (Ramey et al., 1982).

There are also data available which indicate that the frequency and quality of feedback given to students is associated with success in learning and achievement (Bloom, 1974; Berliner, 1979; Cohen, 1981). Further, data suggest that the immediacy of the feedback given by the teacher to the student is positively associated with the student outcome of achievement.

Direct instruction is a process which has been found to be positively correlated with achievement. The major aspects of direct instruction are academic focus, teacher-centered focus, little student choice of activity, large group instruction, factual questions, and controlled practice. While positively correlated with achievement, some researchers such as Good and Grouws (1979) find that direct instruction, although positively correlated with achievement, does not produce the creativity, problem solving ability, positive school/teacher attitudes, independence, and curiosity on the part of students as do other processes such as open classrooms. Good and Grouws suggest that student characeristics should enter into the consideration of instructional method used. Indeed, students who are naturally high achievers may not need and could be adversely affected by direct instruction.

Conclusion

This paper has cited major aspects of school effectiveness research. It should be noted, however, that the research deals with "indicators" of the effective school environment. These indicators, for the most part, do not address many of the process variables which would seem to be equally important to the achievement of students. Process variables as used here describe the way in which an event or characeristic is bought about or demonstrated. For example, common school goals or missions oriented toward student achievement are general characteristics of the effective school. Lack of information concerning the process variables associated with this characteristic disallows the establishment of cause-and-effect inferences and the advantages of diverse approaches.

Some critics argue that school effectiveness research has displaced the goal of the educational process. Achievement test scores, it has been said, do not measure the quality of functioning of the student either in the total school environment or after graduation. By using achievement scores as the measure of school effectiveness, it is assumed that some of the necessary skills and abilities related to later functioning are being measured; achievement test scores have displaced the goal of successful functioning after graduation.

It also seems reasonable to argue that school effectiveness research, to this point, has enumerated factors that accompany or indicate the effective school environment. These factors or indicators need further clarification and development in order to derive needed information concerning the processes by which the effective school is established and maintained in a variety of circumstances.

While it is possible to infer that certain characteristics as stated in this paper can produce a more effective school environment, the process has not been systematically studied in the literature. While much has been learned to refute the conclusion of the 1966 Coleman Report that schools do not make a difference, much remains to study and learn before many serious questions in this area can be answered definitively.

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COLLECTIVE BARGAINING: IMPACTS AND PROSPECTS FOR SCHOOL IMPROVEMENT

Prepared by Keats Garman

Collective bargaining with teacher organizations, and with other school employee organizations, holds promise as a strategy for improving school effectiveness. This is true because bargaining agreements increasingly define a wide range of personnel and management rights, duties and obligations.

Some positive gains have been noted from collective bargaining. The economic gains to teachers have been relatively slight (Garms, Guthrie and Pierce 1978). However, bargaining has probably increased teacher participation in decision making and improvement of working conditions, such as in the hiring of aides (Perry 1979). On the other hand, an indepth study of the effects of collective bargaining in eight districts in two states indicates a redefinition of teachers' roles and responsibilities. Mitchell, et al. (1981) suggest that contract clauses that separate regular and "extra duty" work result in classroom work being given "a decidedly reduced priority" in teachers' work agendas. Specialized teachers, such as those responsible for remedial instruction, appear to be ignored both by teacher and management representatives in the bargaining process, and the importance of their role is minimized. The report identified examples of excessive use of sick leave and personal leave provisions of contracts, and noted that many teachers saw these as a right, rather than an insurance. In addition, the study observed long periods of teacher unrest and poor work performance as a reaction to periodic problems in the contract negotiation process. Thus, although collective bargaining may produce somewhat better learning conditions such as providing support services, informal and apparently unanticipated byproducts of the bargaining process may include strict attendance to work hours, less support for specialized personnel, and actual work slowdowns.

Eberts and Pierce (1982) have demonstrated an average loss of three percent of teacher time on instruction per day in districts with negotiated agreements. This apparently insignificant amount of time adds up to five full days of instruction over the school year. Teachers are spending this time instead on administration/paper work, parent conferences and preparation for instruction. Though the research is not conclusive about the impact of collective bargaining on student achievement rates, the data on loss of instructional time are certainly provocative.

Collective bargaining usually involves direct contact between teacher representatives and the representatives of administrators and the school board. Principals and other middle managers are usually excluded from the negotiation process, even though the greatest burden of fulfilling contract obligations frequently falls at the building level. Building principals often lose some authority as a result of bargaining agreements and feel pressured to be more "careful" in their relationships with teachers. At the same time, principals may be given new specific supervisory responsibilities over teachers and are still charged with maintaining a smoothly operating building (Johnson 1981a, Mitchell et al. 1981). Johnson (1981a, 1981b) notes wide variation in the enforcement of contract provisions from one school to another within districts. The differential enforcement of a contract clause appears

to be influenced by the nature of the clause involved and its importance to the teachers, but especially by the leadership style of the principal. Some principals are apparently much more effective than others in persuading teachers to perform extra duties voluntarily by stressing the interdependent characteristics of the school organization and building on teachers' concerns about student achievement and teachers' ambivalence regarding collective bargaining.

Mitchell and his associates (1981) describe variations in the collective bargaining process from one district to another and suggest that districts move through three typical stages as collective bargaining becomes established. Labor relations begin in a pre-bargaining stage, when teachers and administrators confer about common educational problems and teachers are recognized as "professional or quasi-professional employees." The contractual stage is characerized by a "good faith" bargaining style typical of the private sector. In this second stage, teachers and management are more differentiated. The teacher is seen as a quasi-professional or "worker." Mitchell and associates find some evidence that this second stage, which is perhaps most common in school districts today, may be altered by the political concerns of citizen groups evaluating the quality of teachers' work. A third type of collective bargaining has appeared in some districts where the views of parties other than labor and management, such as parents, are included in the bargaining process. They suggest that there is also a re-recognition of teachers' "unique insights into the learning problems of children and the operational problems of schools." However, close monitoring of teacher performance is still negotiated as part of the labor agreement.

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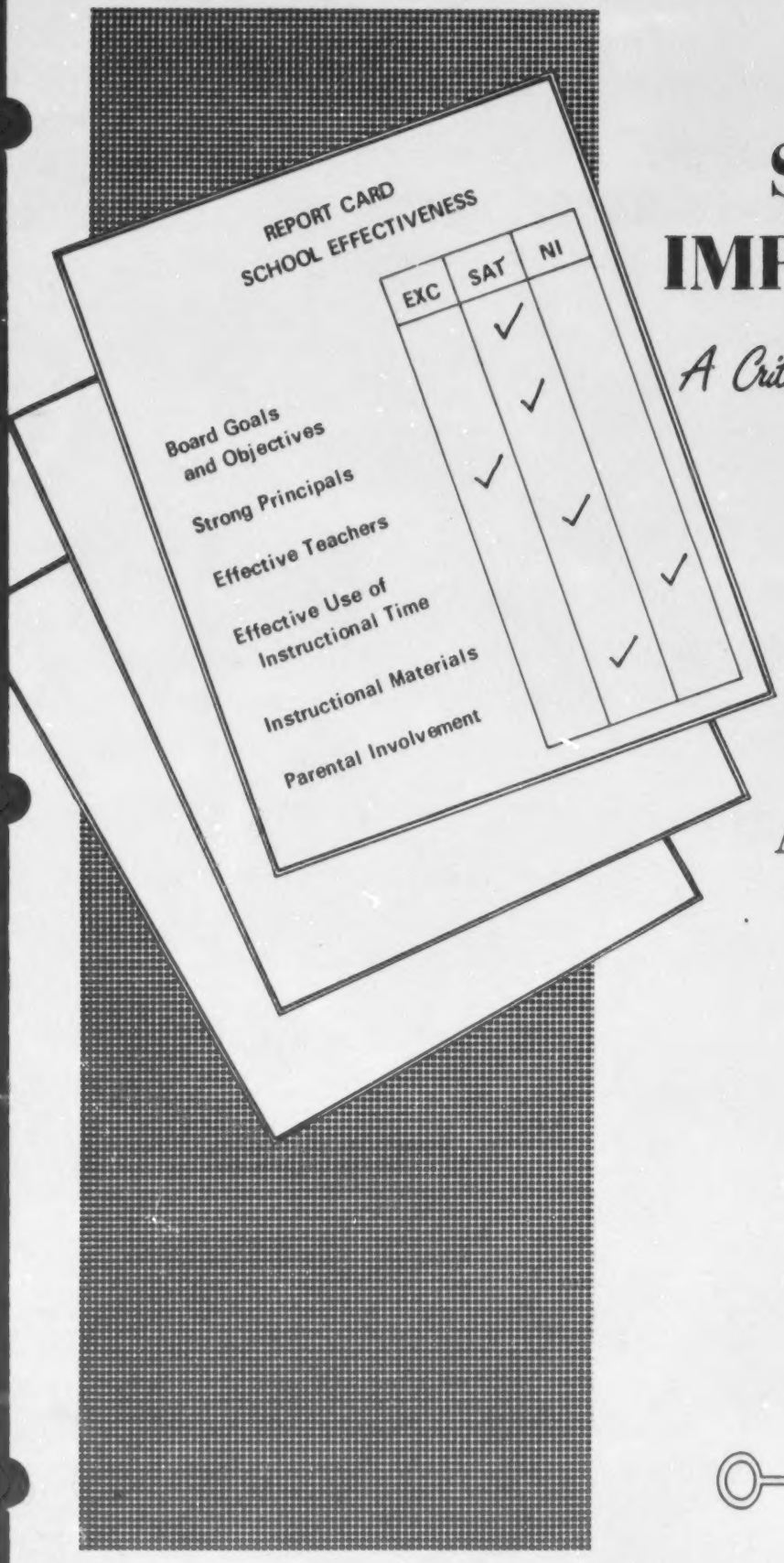

SCHOOL IMPROVEMENT:

A Critical Function of School Boards

A WORKSHOP

KEYS TO SCHOOL BOARDSMANSHIP

These materials have been produced as part of "Keys to School Boardsmanship," a project to develop new materials in boardsmanship education for local schoo board members. It is a joint effort among:

- The Association of Alaska School Boards
- The Idaho School Boards Association
- The Montana School Boards Association
- The Oregon School Boards Association
- The Washington State School Directors' Association
- The National School Boards Association
- The Northwest Regional Educational Laboratory

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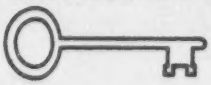
KEYS TO SCHOOL BOARDSMANSHIP



Northwest Regional Educational Laboratory

OBJECTIVES OF THE WORKSHOP

- To confirm and legitimize the board's interest and commitment to the improvement of instruction
- To identify productive board behaviors in fulfilling the function of governance
- To learn/confirm that board and community expectations are set forth in the formulation of goals and objectives
- To consider emerging knowledge concerning school effectiveness as revealed by current research
- To utilize the policy development process as the board's tool for governing the program of instruction
- To consider the importance of advocacy for excellence in instruction through the collective bargaining process

PERCENTAGE OF MEETING TIME DEVOTED TO INSTRUCTION

What percentage--on a yearly basis--of your board's meeting time is actually spent on matters directly related to the instructional program? What would you wish the percentage to be?

	Actual	Wish
10 percent or less	_____	_____
10-20 percent	_____	_____
20-30 percent	_____	_____
30-40 percent	_____	_____
40-50 percent	_____	_____
50-60 percent	_____	_____
60-100 percent	_____	_____

*National Average	_____	_____
*As reported in surveys	_____	_____

A PROGRAM OF QUALITY INSTRUCTION

by Ben Brodinsky

- ASSESSING NEEDS AND TRENDS
- ESTABLISHING GOALS AND OBJECTIVES
- INITIATING AND SUPPORTING PROGRAM DEVELOPMENT
- EMPLOYING INSTRUCTIONAL STAFF
- ADOPTING INSTRUCTIONAL MATERIALS
- EVALUATING INSTRUCTIONAL PROGRAMS

TYPICAL STATUTORY LANGUAGE

33 States and District of Columbia

"DETERMINE GOALS, LONG-RANGE PLANS, IDENTIFY MEASURABLE OBJECTIVES, STANDARDS"

"DETERMINE EDUCATIONAL POLICIES"

"DETERMINE/PRESCRIBE/ADOPT A COURSE OF STUDY"

"INCLUDE COURSES DEEMED TO FIT THE NEEDS OF STUDENTS"

"ADVISE/DIRECT/MANAGE/CONTROL EDUCATIONAL PROGRAMS"

"SELECT/ADOPT/MANAGE/CONTROL TEXTBOOKS AND CURRICULUM"

"MANAGE AND CONTROL EDUCATIONAL AFFAIRS"

PRODUCTIVE BOARD BEHAVIORS*

by Ben Brodinsky

Out of the experiences of effective boards in all parts of the country have evolved these techniques to help boards assert their responsibility on educational topics:

1. Ask questions. There is power in questions. They stimulate action.

2. Request reports. The board should request the administration to present periodic reports on what's going on in the classrooms, in the curriculum office, in the testing and research office. Reports can be made by the superintendent, principals, supervisors, program specialists, and best of all, by teachers. Some reports can be reserved for the private reading of board members, but most should be presented in open meeting, with the public invited to listen and take part in subsequent question-and-answer sessions or discussions.

3. Initiate an audit of your district's educational and instructional policies. How many are there? How many should there be? Are they recent? Outdated? Which should get first attention because they are most urgently needed? Such an undertaking could take months. It will refurbish one part of your district's policy manual, and it will immerse the board in educational issues and enhance its leadership for the community's education.

4. Make budgetary decisions which help develop educational programs. Decisions which increase support for teachers, instructional materials, wider variety of course offerings, and student services place the board on record as having concern for the educational needs of children and youth.

5. See to it that teaching and learning are the principal ingredients in the district's public information programs. Public forums, reports to the news media, and bulletins to parents should deal for the most part with curriculum, instruction, outcomes of teaching--in short, the child and his schooling.

6. Finally, don't leave the educational arena entirely to the expert and specialist, even though he may claim access to "the literature" and to "the findings of research." The wise board member listens to the experts and seeks their advice, but he evaluates and balances this with the wisdom of the layperson. Common sense is needed for sound educational policies. The board member should never underestimate the power of the layperson's views. When these views reflect those of the community, when they are pooled and refined around the board table, they become essential parts of educational policy.

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*Adapted from How a School Board Operates by Ben Brodinsky, Phi Delta Kappa Educational Foundation, 1977.

TOOLS FOR CURRICULUM DEVELOPMENT

● **SYSTEM GOALS**

23 policy statements of district purpose

School Board/Superintendent

● **PROGRAM GOALS**

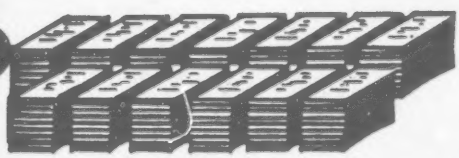
112 general aspirations for 13 subjects

Administrator for Instruction

● **COURSE GOALS**

1011 Extensive aims for 13 subjects organized into 4 grade level blocks

Curriculum Planners



○ **INSTRUCTIONAL OBJECTIVES**

Approximately 10,000 guidelines for instruction by grade

and course

Teachers and Principals

◒ **STUDENT LEARNING OBJECTIVES**

Approximately 500 indicators of student achievement

Students

● completed ◒ partially completed ○ not started

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SYSTEM GOALS

INTELLECTUAL SKILLS

Each student shall develop intellectual competency by learning:

- The basic skills of reading, writing, speaking and listening.
- The basic skills of mathematical computation.
- The basic principles of science and their technological application.
- The basic skills of collecting, examining, evaluating, and using information.
- The basic skills of defining and resolving problems, choosing the best available alternative.
- The distinguishing characteristics of our own and other societies, and how societies are related.
- The basic skills of self-expression through the fine and applied arts.

PERSONAL SURVIVAL SKILLS

Each student shall acquire the skills essential to personal survival, including:

- Maintaining and improving physical and mental health.
- Managing money, property, and other resources.
- Recognizing and adapting to personal and social changes as they occur.
- Gaining job skills for immediate employment or foundation skills for further education.
- Developing methods for achieving satisfactory human relationships.

PERSONAL VALUES SYSTEM

Each student shall be helped to develop a personal values system which includes:

- A feeling of self-worth and self-esteem.
- Pride in his/her own well-done work.
- Personal integrity in human relationships.
- A commitment to responsible citizenship.
- Respect for others, including those who are culturally different.
- A desire for continued learning.
- Appreciation of beauty in nature and the arts.

CIVIC RIGHTS AND RESPONSIBILITIES

Each student shall learn civic rights and assume civic responsibilities by:

- Understanding governmental processes and the citizen's role in them.
- Knowing the history of our country and its relationships to other nations.
- Being informed about the economic and political systems which shape the modern world.
- Actively participating in school, community, social and political activities.

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Instruction Division, Karen A. Forys, Administrator of Instruction.

MATHEMATICS

Program Goals for the Primary and Intermediate Grades

1. The student knows basic mathematical facts and operations and uses them accurately and confidently.

2. The student understands quantitative and geometric concepts.

3. The student discovers mathematical patterns and relationships in personal experiences.

4. The student can analyze problems and use systematic approaches to solve problems.

5. The student is able to express mathematical ideas using appropriate mathematical symbolism.

6. The student appreciates and respects the practical and aesthetic contributions of mathematics and is aware of its cultural and historical development.

7. The student develops the mathematical foundation to help meet personal, civic, and career needs.

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REVISED FIFTH GRADE MATHEMATICS STUDENT LEARNING OBJECTIVES

1. The student is able to read aloud the names of nine out of ten numerals for whole numbers less than 100,000.

2. The student is able to write the numerals for eight out of ten whole numbers less than 100,000.

3. The student is able to round three out of four whole numbers less than 100,000 to the nearest ten, hundred, or thousand.

4. The student is able to determine the number of ten-thousands, thousands, hundreds, tens, and ones represented by each digit in three out of four numerals for whole numbers less than 100,000.

5. The student is able to add three out of four pairs of whole numbers if the sums are less than 100,000.

6. The student is able to subtract three out of four whole numbers from whole number minuends less than 100,000.

7. The student is able to multiply three out of four pairs of whole numbers if the multiplier is less than 100 and the multiplicand is less than 1000.

8. The student is able to divide three out of four whole numbers less than 1000 by whole number divisors less than ten and name the remainder as whole numbers.

9. The student is able to add three out of four pairs of common fractions with like denominators.

10. The student is able to subtract three out of four common fractions from common fraction minuends with like denominators.

11. The student is able to rename three out of four common fractions with denominators less than 25.

12. The student is able to use the symbols , =, or to express the relationship between three out of four pairs of common fractions.

13. The student is able to change three out of four improper fractions to mixed numerals or mixed numerals to improper fractions.

14. The student is able to solve three out of four word problems using appropriate fifth grade skills.

15. The student is able to identify seven out of eight triangles, parallelograms, rectangles, squares, circles, contained in a set of ten shapes.

16. The student is able to measure three out of four distances and lengths of objects, between one and three meters long correct to the nearest meter and centimeter.

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IDENTIFYING EFFECTIVE SCHOOLS

Problem: Citizens, through one process or another, have their own notions about which school systems--or individual schools--are successful in the achievement of goals and objectives set forth for a program of quality instruction. Board members are called upon to make discriminatory judgments about their own school district in comparison to others, and, between and among schools of their own district.

Do you school board members make such judgments? What are the sources of information for such judgments? What are the criteria utilized in making such judgments?

Please complete the following questions:

Give the name of a school which you consider to be eminently successful in achieving its instructional goals and objectives:

_____

(If you wish, you can use a symbol not recognizable by others)

List one or more sources of information which led you to identify the school named above:

1. _____
2. _____
3. _____

From whatever source derived, what is the nature of the information which led you to that critical identification--the criteria on which your judgment was based?

1. _____
2. _____
3. _____

POLICY DEVELOPMENT

Optional Exercise No. 1: Board Leadership for Instruction

Your school board is convinced that schools deemed to be most effective in the achievement of instructional goals and objectives are those schools characterized by strong instructional leadership behaviors at all levels of governance: board, district administration of instruction, building administration and classroom management. Your board further believes the leadership emanates from the top.

The task of this exercise is to outline the content of a policy statement which will set forth your board's commitment to leadership in the instructional program as well as the behaviors of governance which your board will employ in the exercise of that leadership function. Among the factors which you will consider may be some or all of the following:

- Priority of board commitment--amount of time and effort to be devoted to matters directly concerned with the program of instruction
- Assignment of leadership responsibility to administrative staff and accountability therefor
- Assessment and reporting procedures to be employed in a systematic approach to board monitoring of program effectiveness
- Tools and procedures to be employed by the board to inform staff of the board's priority concerns and assessment of progress
- Tools and procedures to be employed by the board in role of public stewardship--probing the public interest and communicating goals and objectives as well as the continuing priority assigned to instructional leadership

Please use the form provided (pages 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to strong board leadership for a program of quality instruction. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

(Your board might want to follow through sequentially by preparing subsequent policy statements setting forth the leadership behaviors prescribed at the district administrator level of governance of the instructional program.)

POLICY DEVELOPMENT

Optional Exercise No. 2: Principal Leadership for Instruction

Your school board has traditionally respected the critical leadership role of the building principal in the development and implementation of a program of quality instruction. Recent findings of research into the elements of effective schooling have reaffirmed the board's conviction that the building principal is a major factor of effective leadership. Your board wishes to reaffirm its convictions and expectations for instructional leadership at the building level.

The task of this exercise is to outline the content of a policy statement which will set forth the board's expectations of leadership behaviors by the building principal in the conduct of the program of instruction. Among the factors which you will consider may be some or all of the following:

- The responsibility to implement and to monitor the implementation of adopted goals and objectives of the program of instruction
- The responsibility to provide leadership to the building faculty, to understand and support various facets of the instructional program, to provide/obtain technical assistance to the professional staff, to evaluate performance by the professional staff, to provide appropriate opportunities for staff development and to relate student achievement to program success
- The responsibility to interact with students and parents--to be involved with student learning, to encourage and recognize student achievement and to deal with impediments to learning
- The responsibility to foster a positive environment for learning in and about the school--to promote the concept that schools are places for learning, that everyone can learn and that achievement is the ultimate success
- The establishment of criteria and procedures for the selection, appointment and evaluation of principals which stress emphasis on and specific behaviors in leadership for instruction
- Provide adequate rewards for effective leadership and appropriate opportunities for professional growth

Please use the form provided (page 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to expectations of strong leadership for the instructional program by building principals. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

POLICY DEVELOPMENT

Optional Exercise No. 3: Providing for Effective Teaching

Your board is convinced of the centrality of effective teacher performance to the conduct of a program of quality instruction. Recent findings of research into the elements of effective schooling have strengthened that conviction. Your board wishes to take a new approach to setting forth in board policy a statement of expectations of effective teaching performance and a commitment to continuing and consistent evaluation of teacher performance.

The task of this exercise is to outline the content of a policy statement which will set forth the board's expectations of effective teaching performance and a commitment to the evaluation thereof. Among the factors which you will consider may be some or all of the following:

- The criteria to be employed in the selection and employment of members of the teaching staff
- The sources of information and screening procedures to be employed in the selection of members of the teaching staff
- The assignment of role responsibilities in the process of screening and recommending candidates
- The criteria and procedures to be employed in the continuous evaluation of professional staff performance
- The assignment of role responsibilities in the continuing evaluation of members of the professional staff including responsibility for recommending re-employment
- Provision for adequate rewards for effective performance and for appropriate opportunities for professional growth

Please use the form provided (pages 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to effective teacher performance. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

POLICY DEVELOPMENT

Optional Exercise No. 4:
Providing for Optimum Use of Time Allocated for Instruction

Your board is becoming very conscious of the fact that TIME--time allocated for the conduct of learning activities--is one of the most valuable resources available to the school for the effective implementation of a program of quality instruction. Your board is also aware that in all schools some of the scheduled time is necessarily utilized for activities other than activity in planned learning activities. Research reports clearly suggest that those schools judged most effective in the achievement of instructional objectives are those which succeed in "protecting," to a very high degree, the time allocated for instruction.

The task of this exercise is to outline the contents of a policy statement which will set forth the board's concern for the effective utilization of time made available for instruction and institute control and accountability procedures which will give assurance to the board and the community. In preparing such a policy outline, the board will want to consider a number of factors including some of the following:

- Time allocated for instruction is that time--school day and school year--during which the school is formally in session Allocated time has at least three components:

  -- Fixed non-instructional time. Time utilized for activities other than learning and not within the control of the classroom teacher. This involves such activities as lunch, recess, interruptions, lunch counts, attendance accounting, school activity program, etc.

  -- Teacher controlled non-instructional time. Time during which students could be actively engaged in learning activities but are not. This involves such activities as classroom socializing, transition between learning activities, unorganized classroom management and disciplinary interruptions or distractions.

  -- Engaged instructional time. The time that students are actively involved in planned learning activities. By observation, researchers found that engaged time in high schools ranged from as low as 10 percent to as high as 80 percent and in elementary schools from as low as 37 percent to as high as 74 percent.

- That control of time for instruction is a factor of setting a positive climate for instruction and of effective classroom management. To be successful, control must be a continuing priority of leadership at all levels: district, building and classroom.

Please use the form provided (pages 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to optimum use of allocated time for instruction. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

POLICY DEVELOPMENT

Optional Exercise No. 5: Providing for Appropriate Instructional Materials

Your board is aware that the instructional materials adopted and supplied by your school district have a major influence upon the content and the implementation of the curriculum. To a significant degree, instructional materials determine what is taught and how it is taught. Your board also understands that your district makes a substantial investment annually in the materials provided for the conduct of the instructional program. Your state charges your board with the ultimate responsibility for the adoption and acquisition of appropriate instructional materials.

The task of this exercise is to outline the contents of a policy statement which will set forth the criteria to be employed in the selection and adoption of appropriate instructional materials as well as the procedures to be employed in the selection, adoption, allocation, evaluation and ultimate disposition of instructional materials. In preparing such a policy outline, the board will want to include some or all of the following considerations:

- What are the district's legal responsibilities in regard to the selection, allocation and utilization of instructional materials?
- How does the board delegate these responsibilities without losing control?
- It has been said that the textbook determines 90 percent of what is taught. That may be an exaggeration but it should be clear that implementation of the district's adopted goals and objectives is dependent, to a very significant degree, upon the careful selection and judicious use of instructional materials.
- Citizens frequently express a strong interest in the content and philosophy inherent in the instructional materials provided for students. States often mandate board adoption of specific consideration of citizen input regarding the instructional materials provided.
- It is necessary to regularly and consistently evaluate adopted instructional materials and to consider others which become available. Evaluation should relate to effectiveness in the achievement of instructional goals and objectives.
- It is necessary to prescribe uniform procedures for the disposal of instructional materials when they are replaced or no longer usable.

Please use the form provided (pages 16, 17, 18) to prepare an outline of the desired content of your board's policy statement relating to the provision of appropriate instructional materials. The outline should be adequate to enable someone to prepare a first draft of the board's policy statement.

OUTLINE OF BOARD POLICY STATEMENT

Exercise No.__:_____

Statement of Purpose: What issue is to be addressed? Why is it important in terms of board policy?

Minimum Requirements/Limitations: To what degree and in what manner do state or federal mandates require or limit this policy?

Directions to Staff: What is to be done?

Assignment of Roles and Responsibilities:

Provisions for Monitoring and Evaluating: In what manner, by whom, when?

Provisions for Reporting Results: In what form, to whom, when?

IMPACTS OF COLLECTIVE BARGAINING

Fringe Benefits

Problem: Research and experience show that many teachers view fringe benefits such as sick leave and personal/business leave to be "rights," rather than insurances against adversity. Excessive and non-legitimate uses of these fringe benefits have an impact upon the effectiveness of the teaching and learning process and time spent on learning, as well as financial impacts.

What can school boards do, through the collective bargaining process, to minimize these impacts?

IMPACTS OF COLLECTIVE BARGAINING

Teacher Performance Evaluation

Problem: Teacher performance evaluations are becoming an increasingly "hot item" in negotiations. When and how these evaluations are to be conducted are specified in contract language. From a management point of view, evaluations are extremely important tools for improving teacher performance and productivity. Research and experience show that 30 percent or fewer of the items on teacher evaluation forms in many school districts refer to classroom instruction performance.

What can school boards do, through collective bargaining, to ensure that teacher performance evaluations result in improvement of instructional effectiveness?

IMPACTS OF COLLECTIVE BARGAINING

Role and Authority of Principals

Problem: Research and experience show that one of the consequences of collective bargaining with teachers has been the erosion of the authority and leadership role of principals. For example, principals:

- Have a more formal relationship to teachers
- Are more concerned about grievances
- Can command less loyalty
- Are more "contract managers" than instructional leaders

What can boards do, through collective bargaining, to reduce or minimize these impacts on the principal's ability to exert instructional leadership?

IMPACTS OF COLLECTIVE BARGAINING

Teachers' Time on Instruction

Problem: Research shows that collective bargaining has resulted in an average of three percent less time per day which teachers spend on classroom instruction.* This amounts to five full days per year. Instead, teachers are spending this time on administrative duties, preparation for teaching and parent conferences.

What can school boards do, through collective bargaining, to reduce the loss of instructional time?

*Time in the Classroom: The Effect of Collective Bargaining on the Allocation of Teacher Time, 1982, Center for Educational Policy and Management, University of Oregon, Eugene.

WORKSHOP EVALUATION

Please answer the following questions frankly. Your responses will help to improve the presentation of the workshop in the future.

1. My overall rating of this workshop is:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

2. The workshop objectives were:

_____ 1. Clear to me

_____ 2. Somewhat clear

_____ 3. A mystery to me

Comments:

3. What I expected from the workshop, but did not get, was. . .

4. A. The workshop leader(s)' knowledge of the topic was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

B. The workshop leader(s)' presentation of the workshop (instructions, clarity, etc.) was:

1	2	3	4	5
Excellent		Fair		Poor

Comments:

C. The workshop leader(s)' helpfulness to me and other participants was:

1	2	3	4	5
Very Helpful		Helpful		Not Helpful

Comments:

5. I learned most from

_____ Lecturettes given by the leader

_____ Small group discussions

_____ The reading material

_____ Questions discussed in the group

_____ Other activities

6. The most valuable thing(s) I learned from the workshop was. . .

WORKSHOP OBJECTIVES

1. Confirm, legitimize board's role and responsibilities

2. Identify productive board behaviors

3. Declare expectations through goals and objectives

4. Review current knowledge about effective schooling

5. Utilize policy development as tool for implementation

6. Advocacy through collective bargaining

SI 1

NSBA POLL ON INTERESTS AND EXPECTATIONS OF BOARD MEMBERS

Items board members expected to deal with prior to election

1. Curriculum decisions
2. School expenditures
3. Hiring teachers
4. School taxes

Items board members actually dealt with after being elected

1. Collective bargaining
2. School expenditures
3. New school buildings

SI 2

FOUR FUNCTIONS OF SCHOOL BOARDS

by Ben Brodinsky

Providing for:

- **A program of quality instruction**
- **Management and direction of the school system**
- **Guidance of the school system through policies**
- **Communication between community and staff**

SI 3

SUCCESSFUL BOARD BEHAVIORS
Recommended by Ben Brodinsky

1. Ask questions. There is power in questions
2. Request reports from the administrative staff
3. Initiate audits of the district's educational and instructional policies
4. Make budget decisions to support educational programs
5. Make teaching and learning the focus of public information programs
6. Don't leave educational decisions entirely to the "experts"

SI 4

TOPICAL OUTLINE OF TYPICAL STATE MANDATES TO LOCAL SCHOOL DISTRICTS

Basic Program Requirements

Certification Standards

Minimum Attendance Requirements

- **Hours per day**
- **Days per year**

Evaluation Policies

- **Educational Program**
- **Instuctional Materials**
- **Staff Personnel**

Provisions for Public Involvement

SI 5

SCHOOLS THAT SUCCEED SHOW EVIDENCE OF:

Strong leadership for instruction

- At the district level

  Board and administrative staff assign top priority to improvement of instruction

  Board and administrative staff communicate that priority to employees, students and community

- At the building level

  Principal gives top priority to instructional leadership

  Principal possesses knowledge and skills required

  Principal actively participates in instructional activities

SCHOOLS THAT SUCCEED SHOW EVIDENCE OF:

Excellent teachers

- Highly qualified by preparation and experience
- Hold high expectations for student achievement
- Are task-oriented – teach to clear objectives
- Participate in staff development opportunities

SI 7

SCHOOLS THAT SUCCEED SHOW EVIDENCE OF:

Positive school climate

- Orderly and disciplined
- Structured learning environment
- High morale – focus on achievement – success is rewarded
- Emphasizes the effective use of time

SI 8

SCHOOLS THAT SUCCEED SHOW EVIDENCE OF:

Target instructional emphases

- High priority is given to mastery of basic skills
- Devise deliberate strategies and techniques for instruction
- Maintain efficient classroom management
- Carefully allocate instructional time
- Carefully select and assign instructional materials keyed to program goals and objectives

SI 9

SCHOOLS THAT SUCCEED SHOW EVIDENCE OF:

Attention to program assessment and evaluation

- Frequent and close monitoring of student progress
- Use tests closely related to program goals and objectives
- Are concerned with individualized evaluations
- Professional staff is strongly influenced by evaluative results
- Evaluative information is appropriately reported to the board and to the community

SI 10

SCHOOLS THAT SUCCEED SHOW EVIDENCE OF:

Maintaining strong support systems

- Budget priorities are clearly keyed to program goals and objectives
- Personnel policies reflect program objectives and procedures
  - — Through policies and procedures for selection and assignment
  - — Through supervisory and evaluative policies and procedures
  - — Through provision of adequate opportunity for professional growth
- Parental and community involvement and understanding of program goals and objectives and record of achievement

SI 11

WHAT IS A POLICY?

"A definite course of action or method of action to guide and determine present and future decisions"

Policies are:

- **Guidelines**
- **A course of action**

Policies tell:

- **What is wanted**
- **Why**
- **How much**

SI 12

Written policy is needed to

1. Insure continuity
2. Clarify expectations
3. Direct the superintendent
4. Inform Public
5. Secure the board's position

SI 13

A POLICY SHOULD

- State a purpose – Focus intent
- Recognize Limitations
  - — Superordinate mandates
  - — Resources available
- Direct Action
  - — What is to be done
  - — How much, and
  - — Sometimes, why
- Assign Responsibility
  - — Who is accountable
  - — To whom
  - — In what manner
  - — When
- Provide for Information to Staff and Community
- Provide System for:
  - — Monitoring and reporting implementation
  - — Evaluating success
  - — Reviewing reports
  - — Revising as necessary

SI 14

POLICY CYCLE

IDENTIFY A NEED

DIRECT A POLICY ANALYSIS

REQUIRE POLICY OPTIONS

- Costs in Dollars
- Staff
- Rules, Regulations and Guidelines

REVIEW POLICY DRAFT

TAKE ACTION

- Rewrite
- Reject
- Adopt

IMPLEMENT AND MONITOR

REVIEW AND EVALUATE

REVISE OR REMOVE AS NEEDED

SI 15

REMEMBER

POLICY DEVELOPMENT is a cooperative effort involving the Board, the staff and members of the community.

POLICY ADOPTION is the function of the Board.

POLICY IMPLEMENTATION is a function of the superintendent and staff.

POLICY REVIEW AND EVALUATION is a function of the Board.

SI 16

THE CORNERSTONES OF INSTRUCTIONAL POLICY

- Prevailing Mandates
  - — Federal/State laws and court decisions
  - — The mandates and limitations put upon local board option
- District Goals and Objectives
  - — The declared expectations of the community as identified and articulated by the local school board
- Knowledge Drawn From Experience
  - — Research findings and professional expertise regarding factors proven to be critical to effective schooling

SI 17

AREAS OF IMPACT
UPON INSTRUCTIONAL POLICIES

- Teachers' Work
- Time on Instruction
- Management Control
- Roles and Authority of Principals

SI 18